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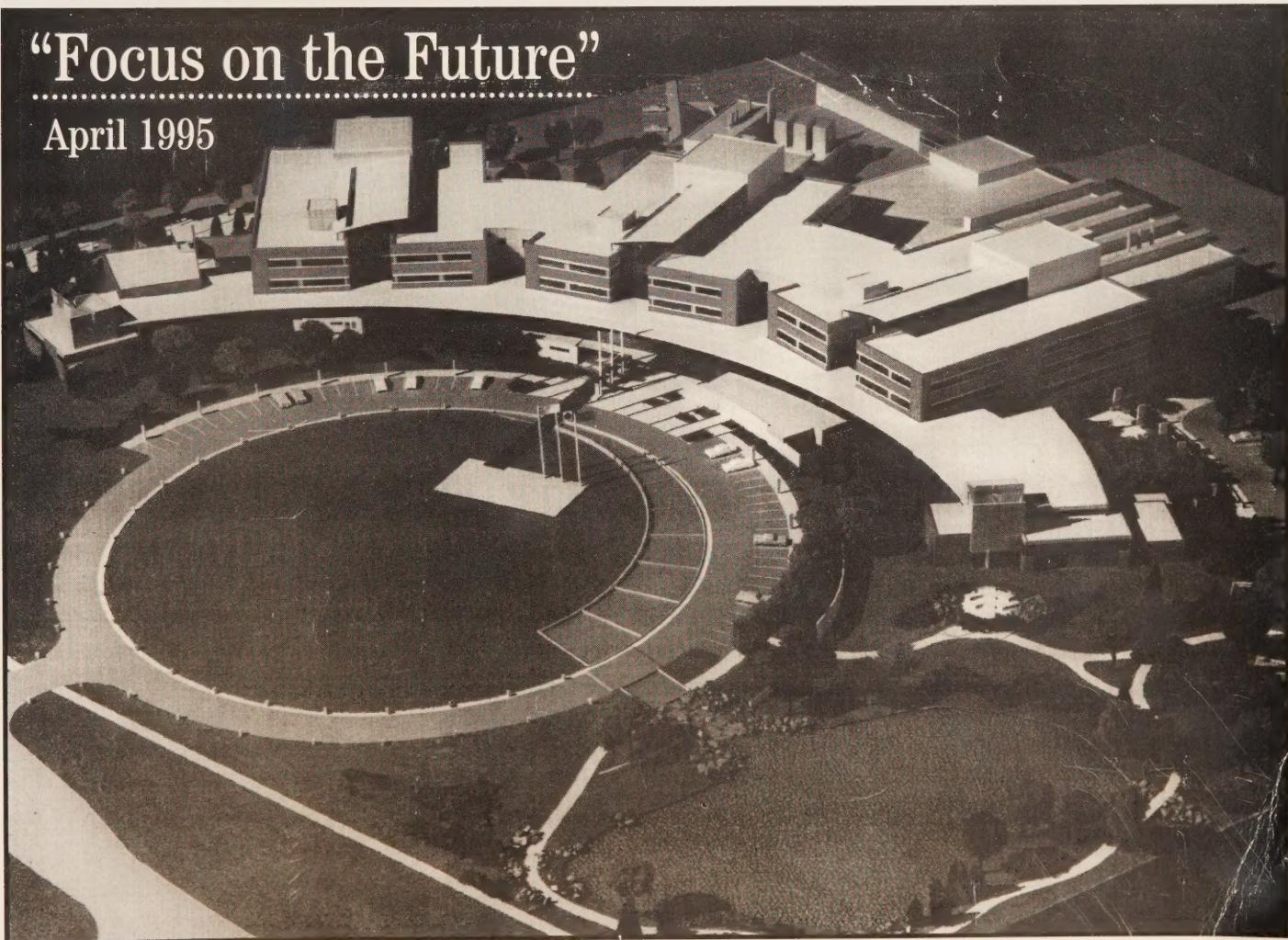


ORGANIZATIONAL REVIEW

A Process & Model for Change

“Focus on the Future”

April 1995





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ORGANIZATIONAL REVIEW

"A PROCESS AND MODEL FOR CHANGE"

Focus On The Future

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April 10, 1995

The Commissioner
Ontario Provincial Police
50 Andrew Street, South, 3rd floor
Orillia, Ontario
L3V 7T5

Dear Sir:

Please find enclosed the Final Report of the Ontario Provincial Police (OPP) Organizational Review Project. This document, entitled *Organizational Review: A Process and Model for Change*, reflects, summarizes, and highlights all of the previous discussion documents which enabled us to make important decisions on November 1, 1994 respecting the future direction and shape of the OPP.

As you requested, this process has been comprehensive in nature, and truly reflects our commitment to Community Policing, both in the manner in which the project was conducted and the product which has been prepared. I believe this document will serve us well into the future as a penetrating reference point to guide us through the uncharted waters which lie ahead.

My commitment to you, as Project Director for the Organizational Review Project, was to produce a detailed organizational design and a macro-level implementation plan within one year, and that was done. However, much remains to be completed, and as I write, the organization is focusing on meeting more detailed implementation plans which were developed to serve as a blueprint for the new OPP Executive Team.

In closing, I wish to thank you for the opportunity to lead this project. I look forward to playing a role in its ongoing implementation.

Yours truly,

G. N. Boose
Deputy Commissioner
Operations

/pb

Encl.

ACKNOWLEDGMENTS

The success of a project of this scale is dependent upon a large number of talented and dedicated people. For the most part, we found these people within our own organization, but there were many notable contributors external to the OPP. The Appendix identifies the people who played key roles and the nature of their contribution.

I would also like to acknowledge those who played less direct, but equally important, roles. These individuals maintained the day-to-day operations of the organization under very difficult circumstances, owing to the level of resources committed to the Project effort, at a time when resources were already greatly constrained due to a variety of other factors.

Finally, the contributions of two individuals provided an underpinning for the entire Project and, therefore, deserve special recognition.

Mr. David Sooley, of Management Board Secretariat, provided insight with respect to the business process reengineering methodology as well as ongoing process support and good humour which served to keep us on track and helped us maintain our perspective. Dr. Ross Hastings, of the University of Ottawa and Chair of the National Crime Prevention Council, helped us turn Community Policing theory into an organizational design, and ensured we did not lose sight of one of our key objectives: to provide a more effective community-oriented police service.

These individuals provided the Project with special insight and understanding which helped us achieve a high standard of success in our collective efforts.

FOREWORD

As the Ontario Provincial Police (OPP) assessed its position in 1993, we found ourselves at a pivotal point. We had made great strides in Community Policing over the previous years, but seemed to be plateauing, and found ourselves searching for a means to build on our successes. Similarly, our strategic planning process had served us well in that we had developed a clear strategic direction and a series of plans, many of which were well underway to being operationalized. However, there was a sense that the strategic planning process was taking place within the parameters of an outmoded organizational construct, and that we should examine the appropriateness and relevance of that construct for the new policing direction.

The OPP was also faced with a number of external pressures. The Government wanted better customer service at reduced levels of spending. It also expected the bureaucracy to be less "bureaucratic", more flexible and responsive to the needs of the public. Further, as a *quid pro quo* for being one of the very few operating divisions in recent history to enjoy substantial resource increases, we were required to develop a plan enabling us to cope with the anticipated workload growth in the longer term.

Finally, the Social Contract loomed large on the organization's horizon. At the time this project began, the OPP's Social Contract commitment was being borne by our employees and this would continue to be the case until the Spring of 1996. Thereafter, these costs would be borne by the organization itself, and we were determined to be ready to absorb the impact of that transition.

The alignment of these forces brought me to the Office of the Commissioner on July 21, 1993, at which time the task of leading a comprehensive Organizational Review Project was assigned. The next three months were spent getting mobilized. This stage involved matters as complex as developing a mandate, process, and structure, selecting a methodology, and finding the appropriate human resources. It also involved such simple, but essential, elements as locating office and meeting space, computer systems, and the like. By November 1993, however, we were ready to begin, and did so with one year to complete the task.

That task — to develop a comprehensive organizational plan, and a macro-level implementation plan — was essentially broken into three major components: business process reengineering, organizational designing, and implementation planning. These elements were all completed on time and within budget.

Overlaying the entire process were two major philosophies. First, that the OPP would own the process by being responsible for learning how to develop, and ultimately produce, a quality product. However, when a specific need could not be met internally, we acquired the appropriate support externally. As a result, we used outside consultants very sparingly, preferring to creatively engage our own people in a vast array of challenging activities and assignments.

The second major philosophy was that of inclusion. We were determined to involve, consult, and communicate to the maximum degree possible. This was reflected in the participation of our employees, their labour representatives, our Community Policing Committees, and our partners in the justice community. Although this second philosophy somewhat complicated the process, it inspired the development of a quality product and the achievement of a level of knowledge and support which could not otherwise have been attained.

With this report, we now have a clear road map for the next generation of our organization. However, it is no time to be lulled into a false sense of security or to lapse into complacency. The best plan is of little value if it is not implemented. In addition, continuous evaluation, learning, and improvement will be needed. Having said that, we have come to the happy realization that we have the right people to see this project through to a successful conclusion. All they require is the right direction and support, for success to be assured.

If one advances confidently in the direction of his dreams, and endeavors to live the life which he has imagined, he will meet with a success, unexpected in common hours.

Henry David Thoreau

Gerald N. Boose
Project Director
Organizational Review Project

EXECUTIVE SUMMARY

The purpose of this report, *Organizational Review : A Process and Model for Change : Focus on the Future*, is to provide a summary of the work and results of the OPP Organizational Review Project. Beginning in November 1993, this Project has involved a large number of people within the organization and a number of external experts and it has been the key focus of the OPP's activities over the past year, along with a commitment to the continued provision of day-to-day policing service delivery.

The rationale for undertaking this initiative, the major philosophies that guided our approach to organizational improvement, how we sustained momentum through the energy and loyalty of good people, our collective experiences and observations and how we intend to reshape the organization structurally and functionally are conveyed throughout this report.

AREAS OF COVERAGE

This final report is a synthesis of all the Reengineering Sub-Project Team reports, background papers, research reports, consultation documents, and other items prepared for the Project. All of the material which has been distilled in this paper contributed to the decisions made by OPP Senior Management regarding reengineered business processes, organizational design, and implementation plans. Specifically, this report will briefly examine each of the following areas:

- **Case For Action** — discusses the factors which prompted this comprehensive organizational review from an immediate and historical perspective.
- **Objectives** — discusses the fundamental goals of the Project and what we set out to accomplish.
- **Executive Leadership** — examines the direction which has been provided by the Commissioner and his senior executives in supporting, sustaining, and staffing this Project.
- **Determinants of Success** — examines the factors that the OPP felt were critical to the overall success of the review and confirm that we have met our objectives.

- **The Vision: Community Policing** — examines the central philosophy guiding the delivery of OPP policing services, which plays a critical role in reframing the organization for the future and a specific, evolutionary approach to achieving that vision.
- **Business Process Reengineering** — presents the methodology applied throughout the initial phase of the Project to develop numerous process improvement recommendations which will help the OPP enhance its overall service delivery to the public.
- **Project Organization Structure** — outlines mandates, accountabilities and relationships of the committees and teams involved in the direction, operation, and support of the organizational review process.
- **The Business Processes** — profiles the ten critical business processes defined for the application of the reengineering methodology:
 1. Prevention of Victimization
 2. Occurrence Management
 3. Traffic/Waterways Management
 4. External Investigative/Security Service Provision
 5. Employee Selection and Competency Development
 6. Resources Planning, Management, and Control
 7. First Nations and Contract Policing Services
 8. Firearms Acquisition and Control
 9. Policing Services and Employee Standards
 10. Detachment Administration
- **The Business Strategy** — presents the proposal to drive forward the business of the OPP in an integrated fashion and as articulated throughout the Organizational Review process. It focuses on Front-line Service Delivery, Administrative/Support Services, and Organizational Learning, thereby advancing the OPP Vision, Mandate, and Philosophy.

It also addresses the need to develop the internal capacity to anticipate and proactively develop strategies to respond to external influences especially in relation to community expectations. Significant to this strategy is the implementation of employment equity and the development and refinement of policies, practices, and programs for the elimination of racism, workplace discrimination and harassment.

By continuously focusing on the individual components of the Business Strategy as the OPP undertakes its operational, administrative and strategic planning initiatives, it will ensure that both the individual employee and the organization is better prepared to address and meet future demands.

- **Consultation and Communication** — summarizes the approaches, techniques, and strategies used to consult, both internally and externally, on reengineering opportunities, organizational design options, and implementation approaches, and to communicate on the Project's progress and proceedings.
- **Key Events** — outlines the major milestones and achievements during the life of the Project.
- **Specific Recommendations of Reengineering Sub-Project Teams** — provides a summary of each of the ten Sub-Project Team's recommendations as supported in principle or qualified by OPP Senior Management.
- **Organizational Design** — provides organization charts and functional descriptions for a redesigned OPP, based upon the *Organizational Design Principles* established for this phase of the Project. This integrated model highlights the revised framework for both General Headquarters (based on a "Bureau" concept) and Field (based upon a "Regional" design and models for detachment "right-sizing").
- **Overall Potential Impact** — examines the key potential impacts of the implementation of the reengineering recommendations and the redesigned organizational structure.
- **Next Steps** — offers a summary of what remains to be done to implement Project recommendations and manage large-scale organizational change.

- **Keys to Success and Lessons Learned** – reviews the main elements which appear to contribute to the successful completion of this type of project, as well as the lessons learned during the process of comprehensive organizational change.
- **Final Messages** – gives a brief statement on overall aspects of the Project that may be used as guides to other, future undertakings; draws the formal Organizational Review Project to a close and marks the end of the beginning of the substantial work of actual organizational change.

(See "Selected Readings" for documents relevant to the Project's work.)

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INTRODUCTION

The Ontario Provincial Police (OPP), which was formed in 1909, is the law enforcement service for the Province of Ontario and derives its mandate and authority from the *Police Services Act*. As part of that mandate the OPP directly provides policing 24 hours a day, seven days a week, in those parts of Ontario not patrolled by municipal or regional policing services. The OPP also provides waterways policing to all jurisdictions of the Province not specifically designated and offers traffic patrol on all Kings Highways and connecting links throughout Ontario. Further, the OPP supplies investigative services to assist municipal and regional police agencies.

The OPP is comprised of approximately 6,000 employees (4,500 uniform and 1,500 civilian members). Currently the organization is structured with seven Divisions (three geographic and four functional). The three geographic entities are further subdivided into 16 Districts and 185 Detachments. It is estimated that the OPP provides its policing services directly to about 30% of the resident population of Ontario with an extension to about 45 to 55% if the transient population is considered.

The OPP constitutes a "division" within the Ontario Ministry of the Solicitor General and Correctional Services, with the Commissioner reporting directly to the Deputy Solicitor General (who is also the Deputy Minister of Correctional Services). The Commissioner of the OPP further serves as a member of the Ministry's Senior Management Committee.

In September 1993, Commissioner Thomas B. O'Grady announced that the OPP would be undertaking a comprehensive organizational review. Although there have been a number of organizational reviews over the years, for the most part, they were each limited in scope.

He had recognized that the nature of policing had changed dramatically over the past decade in Ontario, particularly as it relates to **Community Policing**. Despite the OPP's excellent progress in meeting the challenges arising out of these changes, there was a growing sense that we were hampered in our efforts by trying to work within a framework that was more consistent with earlier generations of police service delivery models.

In addition, we had seen significant transformations with respect to management style, processes, and structures in both the public and private sectors, and a virtual revolution in the area of information technologies.

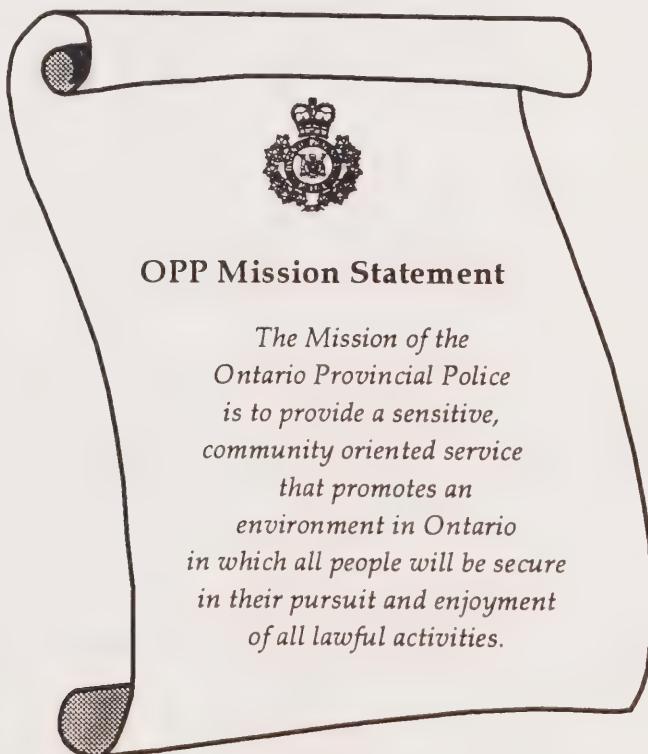
...the public's growing demand for greater effectiveness, efficiency, and accountability.
..added a sense of urgency to this review.

There was a need to ensure that the OPP reflect and take advantage of this new and evolving environment. Increased financial pressures and the public's growing demand for greater effectiveness, efficiency, and accountability in the delivery of public services added a sense of urgency to this review.

This Project involved a large number of OPP personnel, both uniform and civilian members, from Field and General Headquarters. Also, the Project brought in experts and consultants, as required, to develop an internal capacity to meet some of the Project's special challenges and resolve particular research issues in a systematic and authoritative manner.

The OPP was determined to make significant and fundamental organizational change. In the two years preceding the announcement of the review, the Commissioner had undertaken change initiatives, both structurally and functionally and indicated in his Directional Statements that he intended to make significant organizational changes to prepare the OPP for the future.

From a historical perspective, the OPP was in an opportune position to make these changes.



That mission is achieved through the OPP commitment to the philosophy of **Community Policing**; the fundamental principle under which all of the OPP's policing services are delivered. In order to ensure the application of that principle, the OPP aims to:

- involve the people of the community in the identification of crime, traffic, and social order problems and solutions;
- provide policing services that are consistent with identified concerns, expectations, and needs of the community;
- participate with other concerned agencies and interest groups to effectively address police and community concerns;
- promote public commitment and active involvement in the resolution of crime, traffic, and social order problems;
- create an open and responsive working environment which encourages commitment and creativity by all members in the design and application of Community Policing services; and
- increase our effectiveness through the application of innovative reactive and proactive policing services.

The OPP has also developed a series of Strategic Plans to guide its operation and activities in seven specific areas that will further enhance our ability to address our mission. The *Commissioner's Directional Statement 1994* reaffirmed the strategic directions established in 1993 and committed the organization to the pursuit of the objectives developed in those seven areas:

1) Traffic Management Plan

Strategic Statement: The Ontario Provincial Police will deliver highway traffic services, in cooperation with concerned agencies and the people we serve, that will assist in the safe and efficient movement of the people and resources on the various road systems in Ontario.

Objectives:

- To provide policing services designed to prevent traffic accidents;
- To reduce the number of deaths and injuries related to traffic accidents;

1) Traffic Management Plan (cont'd)

Objectives:

- To provide consistent and effective enforcement of traffic laws; and
- To maintain an effective liaison with other agencies and interest groups for the purpose of traffic management planning.

2) Marine Policing Management Plan

Strategic Statement:

The Ontario Provincial Police will deliver marine policing services, inclusive of search and rescue, in cooperation with other concerned agencies and the people we serve, that will assist and promote safe, enjoyable and efficient movement of people and vessels on the various waterway systems in Ontario.

Objectives:

- To maintain an effective liaison with other concerned agencies and interest groups for the purpose of waterway policing management and planning; and
- To provide leadership to resolve jurisdictional responsibilities.

3) Crime Management Plan

Strategic Statement:

The Ontario Provincial Police, in partnership with concerned agencies and communities and recognizing the needs of victims and offenders, will reduce criminal activity through excellence in crime prevention, investigation, and participation in the judicial process.

Objectives:

- To ensure that victims, offenders and communities experience justice;
- To provide a policing service designed and organized to prevent crime, promote investigative excellence, and enhance strategic intelligence gathering;

3) Crime Management Plan (cont'd)

Objectives:

- To promote both public commitment and active involvement in the prevention and resolution of crime;
- To liaise with other concerned agencies and interest groups to maintain a coordinated effort in the delivery of justice and;
- To maximize the use of technology to enhance investigative capabilities.

4) Anti-Drug Management Plan

Strategic Statement:

The Ontario Provincial Police, in partnership with concerned agencies and ministries, will provide investigative excellence and undertake prevention activities to reduce drug use in Ontario.

Objectives:

- To prevent illegal drug use in Ontario;
- To promote compliance with the laws respecting drugs; and
- To provide consistent and effective enforcement use of drug use laws.

5) First Nations Self-Policing Plan

Strategic Statement:

The Ontario Provincial Police believes that First Nations Territories in the province of Ontario should be policed by First Nations people. In partnership with the First Nations communities, and consistent with their aspirations and government policy, the OPP is committed to facilitating a smooth transition to self-policing.

Objectives:

- To support First Nations people in the development and implementation of First Nations police services, consistent with local needs;
- To sensitize OPP employees to the need for change in the way in which First Nations are policed, and to elicit their cooperation in its evolution;

Objectives:

- To support the development of First Nations policing agreements; and
- To maintain effective communication and assistance to First Nations police services.

6) Public Information Plan

Strategic Statement:

The Ontario Provincial Police is accountable to the public and is committed to providing current and accurate information on our services and actions to the people we serve.

Objectives:

- To ensure the credibility of the OPP an open, responsive, community-oriented public service;
- To foster understanding throughout the OPP that the public has a right to be informed and that the media is a vehicle through which to communicate;
- To maintain positive relationships between the OPP and the media;
- To provide all information that does not violate the *Freedom of Information and Privacy Act*, nor jeopardize good policing practice;
- To develop and articulate corporate positions on policing issues and topical matters that impact on policing; and
- To promote a positive image of the OPP.

7) Human Resources Management Plan

Strategic Statement:

The composition of the Ontario Provincial Police shall be representative of the diversity of Ontario's population. Our policies shall ensure effective deployment, employment equity, sound management practices and an environment designed to create individual competence, growth and a realization of career goals.

7) Human Resources Management Plan (cont'd)

Objectives:

- To recruit the most highly qualified applicants with emphasis on women, people of the First Nations, francophones and those visible minorities and cultures which have become an integral part of the population of this province*;
- To meet the staffing requirements of the 1990's by developing plans to respond to the accelerated rate of retirements, a diminishing number of young workers and increased competition for the skilled graduate;
- To promote the staff development and career planning to meet changing organizational needs;
- To provide an effective staff relations service to employees which is informative, promotes employee safety, health and well-being; and
- To ensure the effective deployment of our human resources at the appropriate time and place.

* This objective now takes into consideration the need to recruit qualified applicants who are persons with disabilities.

CASE FOR ACTION

"No century in recorded history has experienced so many social transformations ...as the twentieth century. They, I submit, may turn out to be the most significant events of this, our century, and its lasting legacy."

The OPP, like other organizations in the public and private sector, have recognized the need to change the way we provide our services and the way we are structured to provide these services. Current structures and the processes and technologies that support them are not sufficient to meet tomorrow's challenges. A number of compelling factors which made it not only feasible, but essential that the OPP take a close look at its operations, organization, and structure were identified. Key elements leading to the decision to undertake this Project were:

- ▷ Workload Growth
- ▷ Resource Constraints
- ▷ Enhancement of Uniform Strength (241 officers)
- ▷ Staff Turnover
- ▷ Social Contract Commitment

An examination of the cumulative effect of these five factors confirmed that the OPP could benefit substantially from a major organizational assessment.

WORKLOAD GROWTH

Over the past few years, the number of unlawful occurrences (including violent crimes and *Criminal Code* offences) has been increasing steadily. However, the level of staffing within the OPP has remained relatively static, even after factoring in the 241 officers approved for hire in 1992. The resulting tension between demand and capacity to respond has had the following results:

- ◆ obligated duties have increased from 35% to 41% since 1987
- ◆ time dedicated to preventative patrol policing has decreased from 28% to 21%
- ◆ court attendance has increased by 13.4% since 1989
- ◆ total occurrences (i.e., calls for service) amounted to approximately 568,000 in 1992, an increase of 24% from 1987. *Criminal Code* offences in the same period increased by 31.9%, violent crime increased by 49.3%, with uniform staffing increasing by only 3.9%

RESOURCE CONSTRAINTS

Government ministries and agencies have experienced increasing pressures to reduce their spending while, at the same time, dealing with the public's demands for enhanced efficiency, effectiveness, and accountability in the delivery of public services.

ENHANCEMENT OF UNIFORM STRENGTH (241 OFFICERS)

The OPP received approval and funding to hire an additional 241 officers in 1992, which partially addressed the widening gap in the organization's capacity to deliver policing services. However, as a condition of this approval, the OPP was required to report back to Management Board of Cabinet on organizational efficiencies which could be implemented within the OPP.

STAFF TURNOVER

Within the context of all the above noted pressures and concerns, the OPP was entering a period when significant numbers of employees would be leaving the organization. The demographic profile of the organization, combined with early retirement enhancement options, meant that over the next few years a large proportion of the OPP's senior members would be departing.

These retirements meant that the OPP would have to adjust to meet the challenge of recovering from the important loss of experience and expertise. However, the situation also offered a substantial opportunity to effect major organizational change with minimal disruption to both the operations of the OPP and the lives of individual employees.

SOCIAL CONTRACT COMMITMENT

The OPP's commitment under the Ontario Government's Social Contract agreement amounts to approximately \$17 million. The OPP's employees are meeting that commitment through unpaid leaves and reduced related benefits. However, in 1996, the organization will be required to make that commitment available through its direct operating expenses. In order to achieve this level of savings, the organization must restructure its operations and administration accordingly.

OBJECTIVES

A number of key objectives were developed to establish clear goals for the work of the Organizational Review Project.

Organizational Review Project Objectives

- ensure that our organizational design and processes facilitate the implementation of our strategic plans and directions;
- institutionalize community policing by designing an organization that will provide the appropriate police service delivery mechanisms;
- improve efficiency and effectiveness and thereby the ability to deliver services at reduced levels of spending;
- ensure that the structure is consistent with that of a modern, innovative organization which would:
 - serve to attract and keep the best people;
 - facilitate their development;
 - derive the maximum benefit from their efforts; and
 - provide a productive and fulfilling working environment.”

(Reengineering Campaign Working Paper: “Focus on the Future”, p. 14)

EXECUTIVE LEADERSHIP

By establishing demanding, yet achievable objectives, the OPP had clearly and explicitly communicated its resolve to making significant changes that would prepare it to meet future challenges. However, without the strong support, guidance, and leadership provided at the executive level of the organization, very little would have been achieved in the life of this Project. The Commissioner's hands-on commitment to this undertaking, his guidance and direction throughout the entire course of this enterprise, and the involvement of other members of the Senior Executive and Management Committee has ensured its systematic and strategic progress.

By placing a priority on this Organizational Review Project, the Commissioner has made a clear and deliberate statement about the need for fundamental change within the OPP. He has made available the necessary resources to ensure that thoughtful and meaningful change could take place within the challenging timeframe set for this Project. Through successive documents which set out the OPP's strategic vision, the Commissioner has clarified the direction which was reflected in the work of the Organizational Review Project. These strategic statements touch on the following key areas: Philosophy, System, and Mechanism.

The Philosophy → **Community Policing**

The System → **Generalist policing supported by excellence in traffic management, crime prevention & detection, and administration**

The Mechanism → **The right people, with the right equipment, in the right organizational structure**

DETERMINANTS OF SUCCESS

It is important to establish that the OPP's Organizational Review was worth the time and effort that was invested, as well as, to ensure that it met its objectives in preparing the OPP to better meet future challenges and proactively respond to external influences.

To satisfy those concerns, a number of factors were identified which could be used to evaluate the outcomes and outputs of the Organizational Review Project. Listed below are the ten critical success factors:

Information Technology ("Enabler")

- Maximizing the use of technology in order to improve effectiveness and efficiency. Reengineering efforts will be aimed at harnessing the "enabling" power of technology to redesign business processes.

Employment Equity

- Developing a strong corporate culture and establishing processes that serve to attract and retain the best people and serve to advance the organization's employment equity plans.

Flexibility/Creativity

- Building an organization that creates a balance between the desire for the employee to be creative and the need for the organization to be directive under specific circumstances.

Professional Development

- Building an organization that is supportive of the delivery of a quality service through the ongoing professional development of staff.

Consultation/Communication

- Removing barriers to mobility and communication.
- Creating processes and channels for optimal inclusion of staff in the development of, and dissemination of information on continuous organizational improvements.

Organizational Learning

- Soliciting the knowledge that people, who are doing the work, have about their jobs, barriers to performance, and ideas for innovation.
- Engaging people in the continuous process of identification of the learning required, on individual, team or system levels, for informed decision-making.

Buy-in

- Establishing approaches to change that facilitate the active participation and engagement of the entire organization.

Empowerment/Accountability

- Satisfying the needs for empowerment and accountability by delegating decision-making authority to the optimal level while recognizing the need to prepare our employees to accept it.

Openness/Accessibility

- Creating structures, processes, and a climate that encourages people to raise questions and provide feedback in ways that support the efficient and effective pursuit of OPP goals and objectives.

Delayering

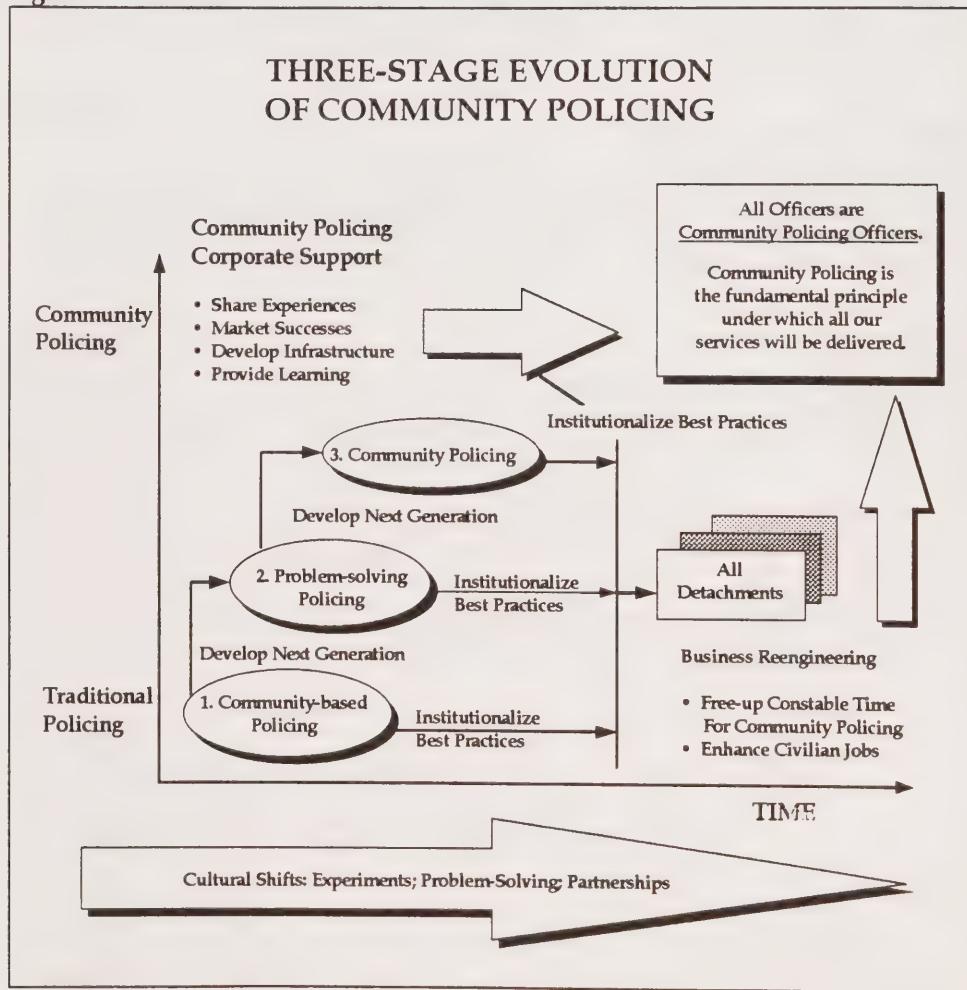
- Finding the right balance between corporate and divisional responsibilities.
- Establishing the optimal number of layers for the effective and efficient performance of operations.
- Ensuring efficient processes and structures to reduce time and cost.

THE VISION: COMMUNITY POLICING

With increasing confidence and renewed commitment, the organization has maintained that Community Policing is central to the way in which the OPP delivers its services.

Since the early 1980's, the OPP's application of the philosophy of Community Policing has been evolving through refining and reformulating some of its specific approaches. Throughout this period, the OPP has consistently and explicitly adhered to the concept of Community Policing. With increasing confidence and renewed commitment, the organization has maintained that Community Policing is central to the way in which the OPP delivers its services. The Organizational Review Project provides an opportunity to extensively highlight and examine the implications of our commitment to the vision of Community Policing and its range of possible applications. Figure 1 below depicts the three-stage evolution which has been formulated for the growth of Community Policing within the OPP context.

Figure 1



The three-stage evolution of Community Policing, outlined in **Figure 1**, represents a progression which is currently underway within the OPP.

Stage 1: "Community-based Policing" is an approach in which officers are more engaged in the community through programs designed to inform and direct community involvement in law enforcement. This level is most closely aligned with the traditional model of policing.

Stage 2: "Problem-solving Policing" involves the application of some form of problem-solving model that more thoroughly engages the community in the identification, analysis, strategic response, and evaluation of crime problems. This approach to policing, with fuller community involvement, places greater emphasis on crime prevention.

Stage 3: "Community Policing" implies, at the highest end of the evolution, a full partnership between the police and the community in what can be called the "co-production of social order". Under this generation of "true" Community Policing, the community takes on a much fuller role in the law enforcement enterprise which *moves away from* the traditional, or "professional", model of policing where the police direct and guide the public *to* an undertaking where roles and responsibilities are more broadly shared and jointly determined. Community Policing emphasizes prevention through working with a wide range of community groups. For example, police services are consulting and working with local women's organizations to increase levels of safety in their communities. This can include "safety audits", jointly conducted by police and women's groups, to identify areas of risk and make proposals for rectifying them through such measures as better lighting, clearing of obstructive vegetation, installation of emergency phones, and adding the area to routine officer patrols.

The OPP is strongly committed to ensuring that this vision of Community Policing, in which the community is fully engaged in social order issues, is operationalized. The organization will apply the business process reengineering approach to allow more constables to be assigned to the delivery of community policing, to provide appropriate corporate support so that this evolution can be sustained in a meaningful way, and to institutionalize "best practices" — which may originate from anywhere in the organization — through the creative use of research, technology, and rewards.

"The movement toward community policing has gained momentum in recent years as police and community leaders search for more effective ways to promote public safety and to enhance the quality of life in their neighbourhoods."

U.S. Department of Justice

BUSINESS PROCESS REENGINEERING

The application of a standard and consistent methodology throughout this Project was treated as a crucial element. After examining a number of options, we determined that the technique known as **business process reengineering** would guide this undertaking in its initial phase. This technique has been successfully applied in a number of organizational settings, both public and private. The methodology is most clearly spelled out in the work of Michael Hammer and James Champy in their publication *Reengineering the Corporation: A Manifesto for Business Revolution*. This technique has been applied within the Ontario government and has been recognized as a viable and valuable methodology for organizational transformation.

“..business reengineering... means starting over”. It doesn't mean tinkering with what already exists or making incremental changes that leave basic structures intact”.

Michael Hammer
and
James Champy

Definition: *Business process reengineering is a fundamental analysis of business process flows, job descriptions, management and control processes, and organizational structures to achieve dramatic performance improvements.*

Business process reengineering further entails the following elements:

- **Redesign** — definitively rethinking how the business process should work;
- **Retool** — exploring the enabling potential of technology to improve, adapt, or obliterate processes; and
- **Reorchestrate** — managing the critical human resource aspects (e.g., position redesign, organizational structure, reward systems) and leading the organization through the complex and disruptive process of change.

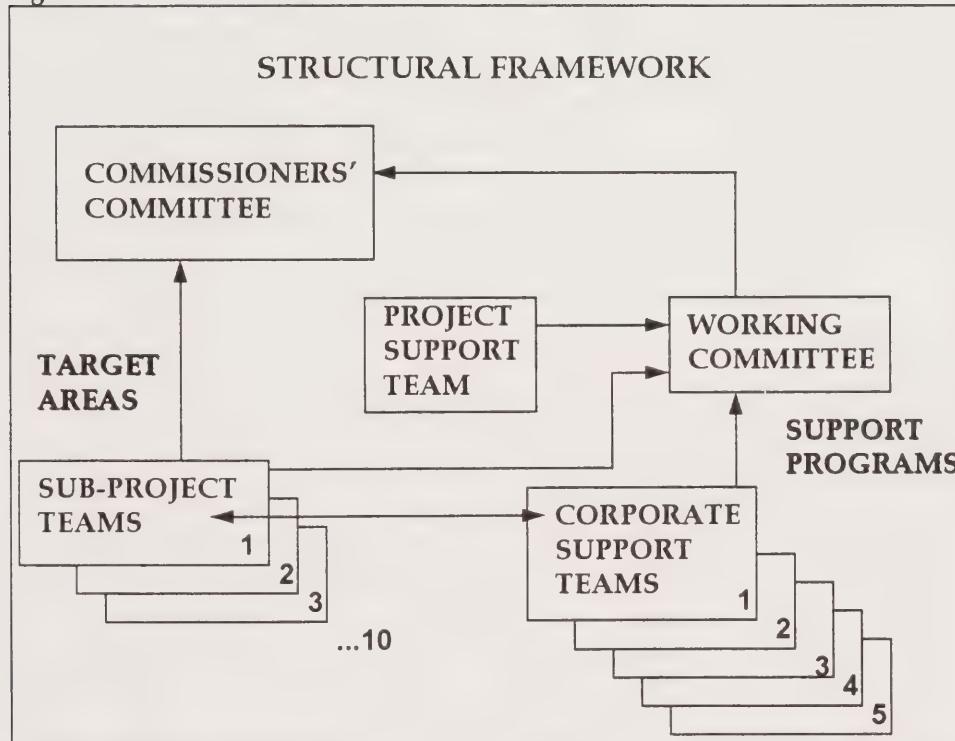
In applying this methodology, the OPP identified ten (10) business processes critical to day-to-day operations and concluded the reengineering initiative by presenting in excess of 100 major recommendations for process improvement.

PROJECT ORGANIZATION STRUCTURE

In undertaking an initiative of this magnitude and complexity, it was recognized that a well defined structure must be established to direct, manage and support all aspects of the review process.

To guide the work of the overall Organizational Review Project, a specific structural framework was established which would allow flexibility and provide stability for the many processes and sub-projects to be undertaken during the agreed-upon timeframe. **Figure 2** below provides an overview of that structure.

Figure 2



The structural framework consisted of five elements:

- ▷ Commissioners' Committee
- ▷ Working Committee
- ▷ Corporate Support Teams
- ▷ Sub-Project Teams
- ▷ Project Support Team

Commissioners' Committee

This committee was comprised of the Commissioner, the Deputy Commissioners (for Investigations and Administration), and the Division Commander (Chief Superintendent) of Administrative Services. As the senior management level within the OPP, this committee provided leadership and overall direction to the Project, as well as the final decision-making authority on the issues, organizational design options, and recommendations resulting from this review.

Working Committee

This committee was comprised of a Project Director (Chief Superintendent), OPP management and staff (both uniform and civilian), external specialists (on an as-required basis), and from the three labour groups: the Ontario Public Service Employees Union; the Ontario Provincial Police Association; and the OPP Commissioned Officers' Association. This committee held overall responsibility for: leading the review process; providing direction and expertise on approaches to be taken; and engaging in the development, analysis, and implementation of business processes, research studies, and other related matters.

Corporate Support Teams

This structural element, made up of staff from the Project Support Team (see below) and key representatives from the functional areas relevant to the focus of each support team, took responsibility for the coordination and monitoring of, and assistance to, appropriate corporate issues. This included the development of training and education tools to enhance the work of the Sub-Project Teams in the following areas:

Corporate Support Teams (cont'd)

- ▷ Human Resources
- ▷ Information Technology and Infrastructure
- ▷ Financial Resources
- ▷ Communications and Research
- ▷ Business Process Reengineering Methodology
- ▷ Policy

(Note: this final support group was added after the Project had been in existence for a number of months, following the identification of a clear need for ongoing assistance in this area. The assessment of the various design options and the possible policy implications of those options made this feature essential.)

Sub-Project Teams

Each Sub-Project Team was comprised of an Executive Sponsor (a member of OPP Management Committee), a Sub-Project Manager (a member of the Organizational Review Project Working Committee), and OPP staff (both uniform and civilian). With the identification of the ten business processes (see details below), an equivalent number of Sub-Project Teams were established to carry out the work of reengineering. Each Sub-Project Team had the following goals: improve the quality of service to the public, achieve significant cost savings, and reduce the time needed to complete the relevant process.

Project Support Team

This group was comprised of the Project Director (Chief Superintendent), Project Manager (Inspector), three researchers (uniform and civilian), a Logistics Officer (uniform), and clerical support (civilian). This team's mandate was to provide ongoing research, analysis, coordination, and logistical support to the Commissioner's Committee, the Working Committee and the Reengineering Sub-Project Teams.

THE BUSINESS PROCESSES

To determine the applicable areas of focus for the Organizational Review Project, ten business processes were identified and their scope defined for the application of the reengineering technique. After examining all the areas in which the OPP is involved and selecting those most important to the organization, a realistic assessment of what could feasibly be accomplished during the Project's one-year timeframe was made. One Sub-Project Team was established for each of the ten business processes:

1. Prevention of Victimization
2. Occurrence Management
3. Traffic/Waterways Management
4. External Investigative/Security Service Provision
5. Employee Selection and Competency Development
6. Resources Planning, Management, and Control
7. First Nations and Contract Policing Services
8. Firearms Acquisition and Control
9. Policing Services and Employee Standards
10. Detachment Administration

1. Prevention of Victimization

The prevention of victimization is a priority area which should be addressed by all police services. By focusing on prevention activities there is significant potential to reduce officer time responding to calls for service. Furthermore, this aspect of policing should be a priority activity performed by every police officer, and not be a function left only to a few specifically assigned members.

The goal of this Sub-Project Team was "...to operationalize Community Policing as the basic philosophy and strategy for the organization and delivery of problem solving services." To that end, the team formulated a Mission Statement:

To effectively prevent victimization through the application of innovative and informed proactive and reactive policing services.

and developed proposals in four key areas:

- operationalizing Community Policing
- improving victims' services
- improving data collection and analysis
- improving research and information-sharing

2. Occurrence Management

This Sub-Project Team examined the methods of service delivery as provided by the front-line officers within communities served by the OPP. In order to assist the team in its efforts, the members developed the following objectives:

- provide a more effective, efficient, and accountable service delivery mechanism;
- provide police services designed to promote public peace, well-being, and security;
- provide police services that promote the prevention and detection of crime;
- provide police services that ensure appropriate enforcement of the law;
- provide police services under the fundamental principles of community policing;
- promote effectiveness through innovative reactive and proactive policing strategies;
- streamline existing service delivery mechanisms;
- develop and institutionalize flexible response procedures; and
- create an environment that facilitates the most appropriate levels of front-line supervision and administration, quality service delivery, and employee empowerment.

3. Traffic / Waterways Management

Given the OPP's commitment to the delivery of traffic and marine policing services, this Sub-Project Team established a specific objective to guide its reengineering activities:

...to enable the organization to capitalize on savings recognized within the current structure which could be reinvested to enhance the overall delivery of our Traffic and Marine responsibilities in keeping with our legislated responsibilities and bearing in mind the overall Organizational Review objectives.

4. External Investigative / Security Service Provision

This Sub-Project Team examined ways in which the OPP provides investigative and security services to external clients under conditions characterized by increased financial pressures and demands for improved effectiveness, efficiency, and accountability with respect to those services. The team developed the following objectives:

- continue to ensure the provision of investigative support services to municipal police forces as legislated under the *Police Services Act*, and to provide assistance to the coroner during a death investigation or inquest;
- provide expert resources and specialized assistance as required in any provincial jurisdiction, whether emergent or not, in order to ensure responsible policing to Ontario citizens; and
- review the best use of security services to the Ontario Legislature, Provincial Government buildings, courtrooms, and the Lieutenant-Governor of Ontario.

5. Employee Selection and Competency Development

This Sub-Project Team examined employee selection, performance evaluation, initial training and orientation, as well as ongoing training, education, and development for all members of the OPP, both uniform and civilian. The team established the following "Terms of Reference":

- accurately define what the OPP is currently doing in the areas of Employee Selection and Competency Development;
- examine, assess, and evaluate: the selection criteria and processes for all entrants to the organization; initial training and/or orientation; ongoing training (e.g., in-service training, management and/or specialist training); systems and processes of performance evaluation; and ongoing learning, education, and development; and
- prepare and deliver a final report containing recommendations and an implementation plan.

Additionally, the evolution of the team's work brought the importance of Organizational Learning into bold relief and identified a significant need to ensure that the principles of organizational learning, developed and detailed in the work of the Ministry's Strategic Planning Committee on Police Training and Education (1992), were operationalized within the OPP.

6. Resources Planning, Management, and Control

This Sub-Project Team's mandate was to conduct a thorough review of resource management, within the parameters of human resources, financial (including program) management, and physical assets (excluding accommodation) management. The team examined the following eight distinct components:

- program (business process) management;
- policy management;
- operational support services management;
- fleet management;
- management of assets;
- management of human resources;
- strategic management of deployment; and
- sponsorships, donations, and endorsements.

"Individual learning is the condition for organizational learning since only individuals have minds that can learn."

Canadian Centre for Management Development

Objectives

...a coordinated approach to First Nations training, education, and development..

First Nations Policing Sub-Project Team

7. First Nations and Contract Policing Services

This Sub-Project Team was sub-divided into two components, one dealing with the First Nations Policing area, and the other dealing with Contract Policing issues.

The objective of the First Nations group was to identify and examine more effective and efficient methods of providing culturally sensitive services in partnership with all stakeholders through the following means:

- a coordinated approach to human resource issues (i.e., staffing, promotion, retention, and discipline);
- a coordinated approach to First Nations training, education, and development;
- the development of equitable equipment and uniform supply;
- the development of budget expertise;
- a coordinated approach to investigative functions which involve First Nations locations;
- a strategy for information-sharing, consultation, and conflict resolution that encourages interaction at the local level;
- further development and implementation of Community Policing philosophies;
- the achievement of goals and objectives of the Ontario First Nations Policing agreements;
- a decrease in district and detachment First Nations administrative and management functions; and
- adequate support networks for First Nations requirements.

Within the context of an unprecedented growth in the Contract Policing area, this group developed a series of objectives to guide its work within the project:

- address existing and anticipated workloads in an efficient, economical, and effective manner by reducing both elapsed and applied time through the streamlining of processes and enhancing staff complement to meet workload demands;
- provide additional accountability (re: contract maintenance and expenditure control/ monitoring);

- provide additional consultation processes;
- improve and maintain client communications and servicing;
- minimize anxieties and frustrations of staff and future clientele;
- provide staff with enhanced career opportunities;
- develop increased involvement of branch/district/detachment personnel in the "costing process" and subsequent contract implementation and negotiation;
- increase the use of current technology and services;
- provide the necessary initial and ongoing training to contract location detachment commanders; and
- lessen the impact on the affected branches responsible for supplying resources for contract implementation.

8. Firearms Acquisition and Control

The primary focus of this Sub-Project Team was the administration of the Chief Provincial Firearms Office (CPFO). Recent legislative and policy changes have resulted in increased demands on the CPFO and have added new complexity to this functional area.

Beyond the CPFO focus, this team identified a number of other areas which warranted review: the Firearms Acquisition Certificates (FAC) process; FAC safety training; registration of restricted weapons; permits to carry; permits to transport; possession of firearms by minors; firearms dealer inspections (including museums and industries); firearms ammunition dealers; prevention of the misuse of firearms; external source inquiries; and amnesty.

This Sub-Project Team's specific mandate was to identify ways in which the OPP could:

- redeploy human resources to address community needs;
- create proportionate levels of support for firearms compliance and enforcement efforts;
- identify technological applications relative to compliance and enforcement issues;
- streamline service delivery; and
- minimize the long-term financial impact created by existing and anticipated legislative requirements and policy modification workload.

"So much of what we call management consists of making it difficult for people to work."

Peter Drucker

9. Policing Services and Employee Standards

This Sub-Project team focused on programs pertaining to member conduct and standards of police service delivery, with the goal of achieving a reputation within the OPP for fair, efficient, and high-quality service. The team's mandate was the identification of opportunities for improvement and reducing delays in the following areas:

- complaint prevention strategies;
- processing of initial complaints;
- redesign of the investigation process;
- automation of reports and other documentation;
- redesign of Professional Standards Branch to function in a manner consistent with Community Policing; and
- ability to develop quality service assurance through analysis and feedback.

10. Detachment Administration

Efforts to reduce the administrative workload within OPP detachments had begun prior to the establishment of the Organizational Review Project. In order to operate on a more efficient basis, this pending research assignment was blended within the Project's overall mandate.

The Sub-Project Team adopted and enhanced the detachment review's original purpose and, in addition to seeking a significant reduction in the number of resources devoted to administrative processes, the team pursued the following objectives:

- select, identify, and map resource-intensive detachment administrative processes;
- identify decision-making authorities and requirements for those processes (e.g., statutory and policy);
- identify opportunities to eliminate, reengineer, and locate decision-making at the appropriate level;
- identify opportunities to maximize effectiveness and efficiency of resources through streamlining and modification of processes; and
- consult and communicate with stakeholders of identified processes.

THE BUSINESS STRATEGY FOR THE FUTURE

The Organizational Review Project has put an important emphasis on front-line service delivery: how to improve the actual policing functions provided by the OPP as well as the administrative and support services which assist in that delivery. In his 1994 *Directional Statement* (p. 2), the Commissioner highlighted this aspect:

"...I believe we must pursue creative strategies to deal with how we provide that service in partnership with our clients and other service providers and how we prepare our employees for the future by focusing on their continuous improvement."

In order to drive forward the business of the OPP, an approach integrating the organization's Vision, Mandate, and Philosophy is tied to other key components that will generate continuous improvement focus on service delivery and generally enhance the capacity of the OPP to proactively respond to internal/external influences. The diagram below (Figure 3) represents the thrust of this business strategy.

Figure 3



Specific aspects of the Business Strategy, as they relate to the key areas identified above, are discussed in the following sections of the report.

Administrative / Support Services

The intention to reduce, reassign, or remove administrative tasks which currently fall to uniformed OPP officers is key to this component of the business strategy. Business process reengineering, automation, and the enhanced assignment of civilian staff are expected to liberate significant human resources from within the uniform ranks to provide for more effective policing at all levels within the organization, but, most particularly, in the area of operations.

Front-line Service Delivery

Within the important area of front-line service delivery, the traditional approach to policing will evolve to a more fully developed vision of Community Policing, as well as the more effective delivery of policing services through the development of teams and the reengineering of specific operational areas, e.g., selective initial (differential) response, notifications, investigative follow-ups.

"Training and development activities need to change substantially to be compatible with the concepts of organizational learning."

Nancy Dixon

Organizational Learning

Operationalizing the five Organizational Learning principles — Shared Vision, Personal Mastery, Mental Models, System Thinking, and Team Building — is relevant to the whole approach for reengineering, redesigning, and revitalizing the OPP. The importance of this concept is central to the success of Community Policing, reengineering, and continuous improvement within the OPP. These approaches will ensure that learning takes place on the three critical planes: individual, group or team, and system-wide.

External Influences / New Requirements

Central to this area is the important need to address and ensure that: all OPP programs, policies, practices, and procedures are consistent with the elimination of racism and discrimination; the implementation of employment equity ; and the development of effective partnerships between the OPP and its communities are promoted and supported. It is explicitly understood that the OPP will undertake to observe and embody the "Declaration of Principles" contained in the *Police Services Act*, which provides the mandate, authority, and responsibility for the Commissioner and the uniform and civilian members of the OPP.

Solving the "Case for Action"

By attending to the above-noted components of the business strategy which the organization intends to pursue in the context of comprehensive organizational change, the benefits to be derived should address and resolve the issues which were elaborated on earlier in this report with respect to our "Case for Action". Through the reformulation of the *Commissioner's Directional Statement 1994* and in the context of the OPP's Vision, Mandate, and Philosophy, the organization should be positioned to produce positive results that will ensure that the OPP is able to provide effective, efficient, and economical policing services and can proactively respond to emerging issues and challenges.

CONSULTATION AND COMMUNICATION

Restructuring an organization entails a great deal of change, and change makes people feel uncomfortable and insecure. Organizational change involves changing reporting relationships; accountability; the way work is performed and the nature and type of services that are delivered. An organizational review of such scope and depth requires an enormous amount of research and analysis to arrive at recommended options and strategies for implementation. It also requires an emphasis on consensus building and support amongst all employees. Implementing organizational change is only effective if employees participate and, thus, support the changes.

Restructuring the OPP also has significant ramifications on the public it serves. The external stakeholders are numerous and diverse. They include the general public, other jurisdictions, and interest groups. Changing the way the OPP does its business can only be effective if the changes made take into consideration the needs and expectations of the people and organizations the OPP serve. This means the OPP must determine the needs and expectations of its public in order to recommend a redesign of its organization and its service delivery.

The OPP organizational review process emphasized active involvement of internal and external stakeholders to:

- ▷ build interest, awareness and support;
- ▷ generate ideas;
- ▷ test hypotheses;
- ▷ allow people to voice their opinions, attitudes and beliefs
- ▷ provide an efficient and accurate way of collecting information.

It also operated with a strong emphasis on the idea of inclusion as the important processes of Consultation and Communication were being formulated.

CONSULTATION

The Project surveyed the range of Community Policing Committees throughout the OPP's jurisdiction. Feedback from the communities we serve confirmed the need for change, that the OPP was pursuing strategies consistent with community expectations and that further consultation would be both beneficial and necessary during upcoming implementation phases. Furthermore, a proposal was approved to include a relevant series of questions dealing with OPP service delivery in a *Focus Ontario* public survey to be conducted by Environics Research Group Ltd. By establishing a baseline of public opinion, it would provide the opportunity to conduct a further survey when the new OPP is implemented to determine if the review process was successful. Finally, the Project commissioned a 1994 review of findings on public opinion and policing in Canada, prepared by Professors Ron Melchers and Julian Roberts of the University of Ottawa, entitled *Public Opinion and Policing in Canada: A review of recent findings and selected social trends and demands on policing*.

To generate insight and information internally, the Project used a variety of methods:

- ▷ questionnaire surveys
- ▷ on-site visits and interviews
- ▷ toll-free telephone hotline
- ▷ nominal group sessions
- ▷ focus group sessions
- ▷ one-on-one interviews
- ▷ special scheduled meetings

The Project also held a series of focus group consultations to obtain detailed internal information and feedback from the following key internal stakeholders:

- ▷ Chief Superintendents (Division Commanders)
- ▷ Superintendents (District Commanders/ Branch Directors)
- ▷ Inspectors
- ▷ Detachment and Unit Commanders
(representative Staff Sergeants and Sergeants)

- ▷ members of Management Committee
(one-on-one interviews included Commissioner, Deputy Commissioners and other executives.

This coordinated consultation approach provided the opportunity to reach each and every employee, and to solicit their opinions, comments and concerns. It also provided the opportunity for the OPP to move one step closer to that full partnership with the communities and other stakeholders and partners by soliciting their input for change.

COMMUNICATION

Communication is fundamental to creating change. It informs and engages the organization, its customers and stakeholders about progress along the road to success. It continually reminds everyone of what is at stake as we move to the next phase. It also recognizes success along the way.

The Project's communications strategy was designed to provide information on the development and direction of the Project to all employees as well as to facilitate a clear understanding of the review's principles, progress, and products. The strategy for communicating to, and inviting feedback from within, the organization was composed of the following components:

- ▷ Executive Direction — an ongoing process of information updates to all employees by the Commissioner and his executives, the Organizational Review Project Director and other key employees involved in the process
- ▷ Commissioner's *Upfront* — a broadsheet information vehicle, issued on an as-needed basis from the Commissioner, dealing with important topics, achievements, and milestones within the OPP
- ▷ *blueprints* — the Organizational Review Project's monthly in-house newsletter which includes timely, relevant information on the work of the Project
- ▷ *The Informer* — a videotape series regularly produced and distributed through the Provincial Police Academy to provide timely and updated features on key events relating to the Project's progress

- ▷ *The OPP Review* — the OPP's official quarterly magazine received items of interest relevant to the Project's progress. The first installment in a series of articles dealing with specific results of the Organizational Review Project and the implementation of its recommendations and results appeared in the December 1994 issue with additional articles to be supplied for subsequent issues throughout 1995.
- ▷ *OPPA Newsletter* — the official communications tool of the Ontario Provincial Police Association carried and will carry items of note and interest relating to the Project
- ▷ *OPPCOA Shoulderboard* — the newsletter of the OPP Commissioned Officers' Association carried and will carry items of interest on the project
- ▷ Standalone Video Production — an audio/visual production designed through a collaboration between the Provincial Police Academy and the Organizational Review Project. This production includes an overview of the Project, footage of milestones to the conclusion of the reengineering phase of the project, and interviews with selected members of the OPP Executive, Team members, etc. An updated video is currently being produced to encompass the activities undertaken over the span of the entire project and introduces the strategy for implementing the new OPP.
- ▷ *OPSEU Newsletter* — relevant and timely information provided through this publication and prepared by the representative group for Ontario public-sector workers.
- ▷ *topical* — it is proposed that a final communications piece dealing with the Project and its accomplishments, as well as, anticipated impacts be published in the Ontario Government's newsletter which is designed, written, and disseminated under the auspices of Management Board Secretariat.

KEY EVENTS

Some key events have served as milestones or signposts in the progress of the Organizational Review Project. The following list provides a summary of those events.

DATE	DESCRIPTION OF EVENT
January 1993	Publication of <i>Framework '93</i> , which includes the Commissioner's Directional Statement for 1993.
November 1993	Organizational Review Project begins
January 1994	Organizational Review Project Teams trained in business process reengineering methodology and Community Policing
February 1994	Publication of <i>Commissioner's Directional Statement 1994: "Focus on the Future"</i>
April-June 1994	Consultations with detachments, districts, and General Headquarters
May 1994	Business Process Reengineering Teams complete work
July 1994	Commencement of preliminary organizational design
June-September 1994	Public consultations
July-September 1994	Creation of the Organizational Design Team and commencement of detailed organizational design
July-October 1994	Development and presentation of Organizational Design Report and Implementation Plan
November 1994	Approval of Project's results by Commissioners' Committee. Presentation of process, product, and implementation management material to the OPP Commissioned Officers' Conference

SPECIFIC RECOMMENDATIONS OF REENGINEERING SUB-PROJECT TEAMS

By applying the business process reengineering methodology, the Project developed a significant number of recommendations aimed at improving the efficiency, effectiveness, and economy of the OPP's processes. These results fall into three main categories which can be detailed as outlined below.

FRONT-LINE SERVICE DELIVERY	ORGANIZATIONAL LEARNING	ADMINISTRATIVE AND SUPPORT SERVICES
enhanced differential response	operationalized principles	centralized
differential follow-up	continuous learning opportunities	better coordination
improved statistical analysis capabilities	systems to capture and share learning	reduced administration
"team" approach	connect organization to the internal/external environment	better use of technology
enhanced community problem-solving	creative application of technology to learning	
increased community participation		

The ten Sub-Project Teams delivered all of their various recommendations to Management Committee at the end of May 1994. A detailed presentation on each Sub-Project Team's recommendations is contained in the final report filed by each group (see the "Selected Readings" section of this report). Also, the Sub-Project Team's proposals for reengineered processes, recommendations, and decisions are summarized in a report entitled *Reengineering Outputs (January - June 1994)*. Some of the highlights of those reengineering recommendations are presented below.

Recommendations

...operationalize
Community
Policing through
problem solving
processes...

**Prevention of
Victimization
Sub-Project Team**

1. Prevention of Victimization

This Sub-Project Team developed recommendations in four main categories:

- operationalize Community Policing through problem-solving processes;
- improve victims' services through the Victim Crisis Assistance and Referral Service (VCARS);
- improve data collection and analysis through the Revised Uniform Crime Reporting Survey (developed by the Canadian Centre for Justice Statistics); and
- improve research and information-sharing through the creation of a "Community Policing Development Centre".

2. Occurrence Management

This Sub-Project Team focused on the streamlining of occurrence management. The team members developed a number of recommendations in the following key areas:

- *Reports* — develop new reporting policies, principles, and procedures to eliminate unnecessary checking and capture information once at source ;
- *Notifications* — objectively evaluate all current notification processes to identify inefficiencies and create a better managed system;
- *Investigative follow-up criteria* — establish specific criteria for the assignment and monitoring of these duties;
- *Selective initial response* — expand the system of differential response and/or delayed follow-up using a broader range of criteria;
- *False alarm policy* — place greater direct responsibility for alarm system reliability on the property owner;
- *Shift scheduling* — ensure that 24-hour coverage NOT be a prerequisite for 12-hour shifts, and detachments should not be restricted to selecting only "approved" schedules* ;

* This item was supported "in principle" by OPP senior management. However, because of potential external implications, further review is required to fully assess the risks involved.

2. Occurrence Management (cont'd)

- *Front-line supervision* – restructure administrative processes to reduce impact on sergeants; change role of sergeants from administrative to "team leader"; arrange for sergeant "team leaders" to undergo learning to foster team approach in the delivery of police services;* and
- *Detachment right-sizing* – a process for consolidating human and physical resources of a number of detachments through centralization of administrative functions to meet changing policing demands.*

3. Traffic / Waterways Management

This Sub-Project Team made a number of recommendations in specific relevant areas:

- *Collisions* – expand the use of Collision Reporting Centres (CRCs) for motor vehicle collisions below the identified benchmark (which the OPP should actively support raising);
- *Violations* – implement technological advances (e.g., in-car video systems, videotaping of impaired drivers, in-car workstations), and legal changes to permit use of roadside breathalyzers;
- *Calls for service* – implement province-wide alternative police response to traffic-related non-collision calls for service;
- *Marine policing* – formalize partnerships among the OPP, RCMP, and Ministry of Natural Resources to address under-utilization of vessels and staffing issues; develop electronic statistical-gathering system; increase marine budget to ensure adequate service delivery;
- *Prevention* – increase visibility and enforcement; enhance partnerships with Ministries of Transportation, Education and Training, and Health to broaden program development;
- *Organizational structure* – stress need for a corporate-level traffic / waterways policing entity; and

* This item was supported "in principle" by OPP Senior Management. However, because of potential external implications, further review is required to fully assess the risks involved.

3. Traffic / Waterways Management (cont'd)

- *Training* — place greater emphasis on training and development programs relating to traffic and marine functions/programs at all levels of the organization (including recruit orientation, specialists, front-line staff, etc.).

4. External Investigative / Security Service Provision

This Sub-Project Team developed a number of recommendations under these categories:

- *Commercial crime investigation* — hire civilian employees to perform clerical tasks now being done by investigators;
- *Illegal gaming investigations* — amalgamate illegal and legal gaming sections;
- *Security clearances* — assign civilian staff member to conduct 95% of clearances with officer assistance on an as-needed basis;
- *Electronic interception of communications* — implement authorized interception of communications centrally out of General Headquarters;
- *Forensic identification services (mobile laser)* — obtain a vehicle specifically designed to provide laser transport and off-site use (e.g., refrigeration and electrical generation equipment);
- *Ontario Government Protective Service (OGPS)* — the following options have been presented to senior management: redeploy OGPS to other areas in the OPP (excluding the Legislature detail); privatize or transfer responsibility for OGPS function (e.g., Pinkertons, Ontario Realty Corporation); empower OGPS staff to completely assume security function as a separate organizational entity;*
- *Lieutenant-Governor's security detail* — implement two-phased approach to eliminating full-time provision of security service;
- *Court security/prisoner conveyance* — train and utilize special constables for these purposes to reduce/eliminate overtime costs;

* Senior Management directed that these, and potentially other options, be reviewed in further detail.

4. External Investigative / Security Service Provision (cont'd)

- *Contractual agreements with external agencies (emergency response units)* – establish clear lines of authority prior to assistance being required; develop explicit cost-recovery strategies for resource expenditures made by the OPP; and
- *Criminal investigation/case management* – review the existing *Crime Management Plan* to determine its current effectiveness and examine the feasibility of a pilot project using an altered reporting relationship.**

5. Employee Selection and Competency Development

The recommendations of this Sub-Project Team can be grouped into the following areas:

- *Employee selection (uniform)* – use alternative staff to conduct background investigations; equip recruiters and investigators with "notebook" computers to capture data directly and at source; conduct ongoing review of recruiter competencies to ensure they meet organizational needs;
- *Employee selection (civilian)* – direct Human Resources Branch to examine methods of streamlining processes; provide all managers with learning opportunities on human resources systems for selection; develop user-friendly document to assist managers with human resources issues; use automated network systems for position descriptions and vacancy data;
- *Performance evaluation (uniform and civilian)* – prepare, review, and route evaluations using automated network system; reduce levels of mandatory review; make civilian evaluations parallel to those of uniform staff;
- *Initial orientation and training (uniform)* – put greater emphasis on individualized and self-directed learning; instill career learning principles; increase use of existing and emerging distance learning delivery systems; redesign training programs to facilitate a broader range of learning partnerships within the Ministry and with other educational institutions;

Recommendations

...put greater emphasis on individualized and self-directed learning...

Employee Selection and Competency Development Sub-Project Team

** Senior Management did not support these recommendations as part of the Organizational Review Project. However, it was decided to review the *Crime Management Plan* as a separate area of responsibility.

5. Employee Selection and Competency Development (cont'd)

- *Initial orientation (civilian)* — create a consistent, modular, detailed package/ program that can be accessed through an automated network system; establish an electronically accessible OPP information index;
- *Ongoing training and education (uniform and civilian)* — design, deliver, and evaluate training and education programs consistent with OPP and Ministry strategic plans, goals, and objectives; establish regional learning and development resource centres to identify employee learning needs; create regional learning teams to facilitate and evaluate training and education at local levels; integrate specialist training with program coordination; establish linkages between the proposed learning and development resource centres and the new career development and planning system;
- *Ongoing development (uniform)* — coordinate secondments, special projects, and external developmental programs through staff development personnel; revise educational subsidy program;
- *Ongoing development (civilian)* — prioritize continuing development of civilian staff; establish effective links with proposed learning and development resource centres; and
- *Organizational Learning (civilian and uniform)* — operationalize the principles of Organizational Learning in the OPP; create opportunities for continuous learning; promote inquiry and dialogue at all levels; encourage collaboration and teamwork; establish systems to capture and share learning; empower employees with support and guidance of a clear, collective vision; foster greater awareness and knowledge about the internal and external conditions impacting on the OPP.

6. Resources Planning, Management, and Control

This Sub-Project Team presented its recommendations in the context of the following groupings:

- *Program/business process management* — implement program structure to enable financial strategic planning, evaluation of efficiency and effectiveness, and internal resource expenditure accountability;

6. Resources Planning, Management, and Control (cont'd)

- *Policy management* — conduct a review to define "Terms of Reference" for creation of policy, procedures, and guidelines; identify policy owners and develop Policy Development Guide and electronic template; institute local delegation of responsibility for policy; examine all functions of Operational Policy and Planning Branch for redesign opportunities; eliminate Police Orders Committee and requirement to maintain hard copy of *Police Orders*;
- *Operational support services* — create a centre of excellence to manage all operational support services programs; streamline all processes to facilitate program delivery; place decision-making authority at most appropriate level; develop clear statement of financial authorities and responsibilities; restructure Tactics and Rescue Units (TRU) and Underwater Search and Recovery Units (USRU) into two units centralized in Orillia;*
- *Fleet management* — provide vehicle selector lists to field locations; reduce approval levels for vehicle requests; streamline authorization approval levels; institute in-house maintenance of responsibility for vehicle specifications; create internal centralized purchasing process; centralize vehicle purchasing for First Nations Policing; institute full cost-recovery for municipal contract requirements; computerize fleet information system and vehicle inventory data; reduce levels for purchasing approvals; develop new vehicle pool; establish centralized automated network system on vehicle replacement information, etc.; increase spare vehicles available for field use; centralize accounts payable procedures for vehicle repair bills; out-source fuel management process; reduce use of "strip vehicles"; discontinue transportation of disposal vehicles to Ministry of Transportation Ontario (MTO); create electronic template for storage of disposal documentation; develop and install comprehensive, in-house automated network system for fleet information;

* Senior Management has called for a further review of the centralization of TRU and USRU.

6. Resources Planning, Management, and Control (cont'd)

- *Management of assets* — modify the purchasing requisition process; institute computerized inventory tracking and other changes within Quartermaster Stores; create an automated inventory checking system (e.g., bar-coding); institute computerization and delegation of authority regarding the disposal of assets;
- *Human resources management* — eliminate external data entry to reduce attendance reporting backlogs; use electronic template for reporting attendance directly to Management Board Secretariat; develop training packages for all OPP managers on human resources issues; develop communications package for human resources managers to improve links with field managers; develop generalist position for Corpay and benefits; streamline, delegate, or eliminate processes requiring Management Committee or senior-level approval; increase level of OPP involvement in Workers' Compensation Board cases; increase OPP involvement in Human Resources Planning Unit; establish employee assistance programs in conjunction with psychological services; *
- *Strategic management of deployment* — send notification of member retirement directly to Benefits Section; coordinate and automate requests for transfer; redesign the process for vacancy advertisements; streamline the promotional process; redesign the process for managing duration postings; institute staffing, technology, process, and planning changes within the Human Resources Deployment Unit to better manage deployment issues; and
- *Sponsorships, donations, and endorsements* — development of guidelines or policies respecting donations and/or sponsorships, giving lead responsibility to the Community Policing Committees.*

* Senior Management supported the human resources management recommendations in principle, with the proviso that issues relating to delegation of authority could require consultation with OPSEU prior to implementation.

* Guidance on this issue to be sought from the Ministry's Legal Services Branch and is currently beyond the mandate of the Organizational Review Project.

7. First Nations and Contract Policing Services

The two facets of this Sub-Project Team relate to distinctly different areas of application: First Nations Policing, and Contract Policing Services.

First Nations Policing:

- *Management of First Nations Policing Section* – create deployed First Nations Regional Coordinator positions;
- *Detachment Liaison Officer* – create full-time function to operate on broader scale;
- *Budget coordination* – give Regional Coordinators control of local budgets and expenditures;
- *Training coordination* – undertake this function through Regional Coordinators with established support networks;
- *Transportation and equipment coordination* – place responsibility for First Nations Policing vehicles with Transport and Supply Branch; and
- *Staffing and benefits coordination* – revise existing procedures for this function in conjunction with Human Resources Branch.

Contract Policing:

- *Preliminary report* – institute changes to reduce the elapsed time devoted to this element (e.g., use of a preformatted document to be completed by requesting municipality);
- "Section 5" *protocol meeting* – produce and use a videotape to ensure consistent transmittal of OPP contract information at this meeting which OPP contract policing staff would continue to attend;*
- *Proposal development* – substantially streamline the processes involved in this area;
- *Ontario Civilian Commission on Police Services (OCCPS) disbandment meeting* – institute policy whereby Contract Policing section staff are not required to attend this meeting;

* Proposal received support of Senior Management. However, approval is required from Policing Services Division of the Ministry prior to implementation.

Contract Policing:

- *TB20 development and approval* – streamline process and eliminate unnecessary reviews to reduce elapsed time;**
- *Contract development and approval* – use of technologies to reduce trips made by Contract Policing section staff;
- *Implementation of municipal contracts* – notify all affected branches (OPP and Ministry) upon OCCPS approval of disbandment to facilitate the meeting of service delivery needs; provide orientation training on-site at the municipal location (Contract Policing section staff to develop an information package to be used by district community services coordinators);
- *Contract maintenance* – make annual visitations and meetings with contract locations becoming the responsibility of area district commanders, using a formatted consultation report; and
- *Contract renegotiation* – implement ten-year contracts in place of existing one- to five-year agreements.

8. Firearms Acquisition and Control

The recommendations of this Sub-Project Team are placed within the context of recent, significant firearms-related legislation. The proposals made by this group fall into 12 main areas:

- *CPFO administration* – establish an Ontario Firearms Database; redistribute the work of CPFO among regional firearms offices composed of uniform and civilian staff;
- *FAC process* – input field-level investigations and data entry to the database; locally deposit fees for licences and permits directly to the Consolidated Revenue Fund;

**Approval in principle by Senior Management, with the understanding that final approval is required from the Ministry and Treasury Board prior to implementation.

8. Firearms Acquisition and Control (cont'd)

- *FAC safety training* — retain CPFO's membership on the Board of the Firearms Safety Education Service of Ontario (FSES); have a compliance officer conduct random audits of instructors, examiners, and the organization;
- *Registration of restricted weapons* — reduce the number of follow-up trips required by an applicant by permitting telephone or facsimile transmission;
- *Permits to carry* — approve applications for "temporary carry permits" via communications technology;
- *Permits to transport* — approve applications as per item above;
- *Possession of firearms by minors* — process and issue all applications in this category through the regionally deployed offices proposed by this Sub-Project Team;
- *Firearms dealer inspections* — direct applications under this category to the proposed deployed firearms offices with problematic issues to be identified to the CPFO for higher level resolution; extend museum licences from one to two years;
- *Firearms ammunition dealers* — process applications in this area through the deployed offices proposed above;
- *Misuse and prevention* — implement the training package and guidelines being developed by the federal government on the recognition and prevention of the misuse of firearms;
- *External source inquiries* — introduce a telephone answering "tree" programmed to provide responses to routine inquiries; and
- *Amnesty* — have the proposed deployed offices maintain the dissemination and control of procedures for amnesties.

9. Policing Services and Employee Standards

This Sub-Project Team made recommendations in four key areas:

Recommendations

...focus on client services and conflict resolutions in the complaint process...

Police Services and Employee Standards Sub-Project Team

- *Complaint prevention* — create a Research Analyst position to monitor trends, recurring behaviours, etc., for the design of prevention strategies; pre-screen all complaints to ensure compliance with criteria; provide and reinforce training in ethics; provide training for supervisors; retain non-disciplinary records for two-year period; extend support for the use of in-car videos;
- *Reduce number of investigations* — focus on client service and conflict resolution in the complaint process; change name of "investigator" to "facilitator" to reflect this new orientation;
- *Investigations* — deploy field teams for investigations; combine all the main types of professional standards investigations into one process; empower the Director, Professional Standards Branch, to make decisions under the *Police Services Act* on behalf of the Commissioner; make decisions on special cases in consultation with an *ad hoc* disciplinary committee; and
- *Documentation* — automate the reporting and tracking systems; use automated network systems to transmit reports; analyze activities to identify trends; develop, maintain, and update (as needed) a complaints procedures manual; provide electronic access to summaries for supervisory and management staff; include verbatim statements in investigative reports; complete draft decisions within 60 days.

10. Detachment Administration

This group made a series of recommendations which can be divided into two main categories: short-term and long-term.

Short-term recommendations:

- *Daily activity reporting* — eliminate requirement to verify LE029's at the detachment level; establish error file within Systems Support Branch to monitor error levels in LE029 submissions; eliminate production of all internal administrative reports (excluding annual reports); eliminate routine production of individual member reports; extend performance agreement

system to include staff sergeants* ; eliminate the requirement for staff sergeants to submit LE029's;

* This issue will require discussion with the Ontario Provincial Police Association.

- *Attendance reporting* – eliminate the requirement for civilian staff to complete the "attendance register" (Form 7540-1039);
- *Administrative correspondence* – eliminate the practice of duplicating circular-type memoranda for distribution from districts to detachments;
- *Management inspection* – require quarterly inspections ONLY for property and drug vaults; institute annual (or as required) inspections for other assigned items; eliminate inspections by district personnel (with optional audits); continue audits by Program Review and Investigations Unit;
- *Supplementary pay reporting* (e.g., overtime) – discontinue the practice of forwarding overtime report/bank register (FB053's) to district headquarters; and
- *Other initiatives* – see recommendations relating to correspondence, forms, petty cash disbursements, reports, etc., that were made in a number of areas relevant to detachment administration.

Long-term recommendations:

- *Automated network systems* – extend automated network systems (e.g., E-mail) to detachments;
- *Civilian administrators* – conduct a pilot project to establish civilian administrator positions at detachments;
- *Management Information System* – establish project team to develop specifications for a new management information system;
- *Electronic systems* – encourage managers to move from manual to electronic systems;
- *Detachment Amalgamation* – continue efforts to amalgamate/cluster detachments; and
- *Forms and reporting requirements* – task Operational Policy and Planning Branch with the continual review of forms and reporting requirements in *Police Orders* to ensure that necessary information is collected in the most efficient manner and at appropriate levels.

ORGANIZATIONAL DESIGN

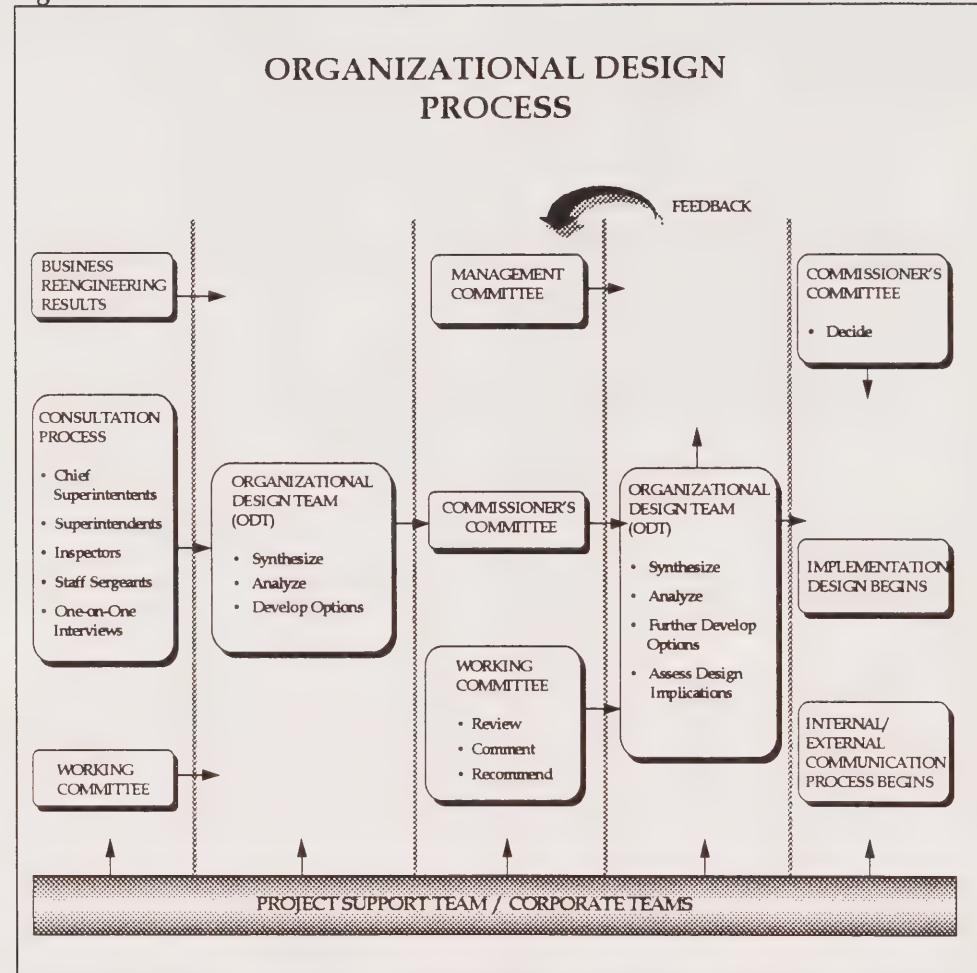
Following the detailed work of the ten Sub-Project Teams and the submission of their many reengineering recommendations, the Project established a new entity, known as the Organizational Design Team (ODT), to maintain and extend the momentum which had been generated within the Working Committee, as well as to give specific focus to the critical component of organizational design. The ODT was composed of the following representatives:

- ▷ Organizational Review Project Director
- ▷ Organizational Review Project Manager
- ▷ Organizational Review Project Working Committee Members (a representative group)
- ▷ Representatives from OPP Investigations, Corporate Services, and Field Divisions
- ▷ Director, Human Resources Branch
- ▷ External Organizational Design Consultant

ORGANIZATIONAL DESIGN PROCESS

Figure 4 below summarizes the process followed by the ODT in its efforts.

Figure 4



ORGANIZATIONAL DESIGN TEAM'S TASKS

To provide the OPP Executive with a range of viable design options, the ODT was mandated to accomplish the following series of specific tasks: prepare for organizational design, conduct consultations, and formulate organizational design.

Prepare for Organizational Design

- ▷ develop design principles and criteria that would guide the development of options for organization design
 - ▷ analyze reengineering implications with a view to incorporating/addressing them in the organizational design model
 - ▷ conduct functional analysis of General Headquarters (GHQ) Branches/Committees/External Commitments to develop a detailed understanding of how we use our corporate resources
 - ▷ develop deliverable paper for approval of Commissioner's Committee

Central themes of organizational design principles

Community Policing; Technology; Economy; and Strategic Plans

Conduct Consultations

- ▷ Management Committee (one-on-one)
- ▷ Superintendents
- ▷ Inspectors
- ▷ Detachment/Unit Commanders

To identify issues and opportunities for improvement.

Formulate Organizational Design

- ▷ develop options for organizational design
- ▷ consult on organizational design options
- ▷ secure decision on preferred options/development of detailed organizational design

ORGANIZATIONAL DESIGN PRINCIPLES

Drawing upon the original objectives and critical success factors developed for the overall Organizational Review Project, the ODT formulated a set of organizational design principles which were used as a guide in detailing the various organizational design options for structuring the OPP. These Principles underwent a number of revisions as they were reviewed and discussed by the Commissioner's Committee,

the Management Committee, and the Working Committee. The Principles agreed upon had the following key components:

- **Framework** – Four important aspects which bear on all of the design principles were identified as central themes: **Community Policing; Technology; Economy; and Strategic Plans**;
- **Assumptions** – A number of underlying assumptions which impacted on the precise application of the principles were identified. These assumptions included legislative, policy, human resource, program, operational, and strategic realities that warranted explicit recognition within the context of organizational design; and
- **Specific Principles** – Ultimately, the ODT agreed upon and Commissioner's Committee approved nine fundamental organizational design principles which would guide them in their work. These specific principles were the end-result of considerable discussion, research, and reformulation, including consideration of previous work done by the Auditor General of Canada, the Public Service of Canada, the Canadian Comprehensive Auditing Foundation, as well as the Ministry's Integration Project. The nine principles are outlined below:
 - ▷ organize around optimal number of fundamental layers
 - ▷ ensure each level provides added value to delivery of police services
 - ▷ reduce administrative requirements to optimal level
 - ▷ restructure around front-line service delivery
 - ▷ ensure that GHQ serves as a centre of strategic leadership
 - ▷ advance interactions among main business areas
 - ▷ enhance capacity for provincial operations
 - ▷ enhance strategic capacity
 - ▷ incorporate business process reengineering recommendations.

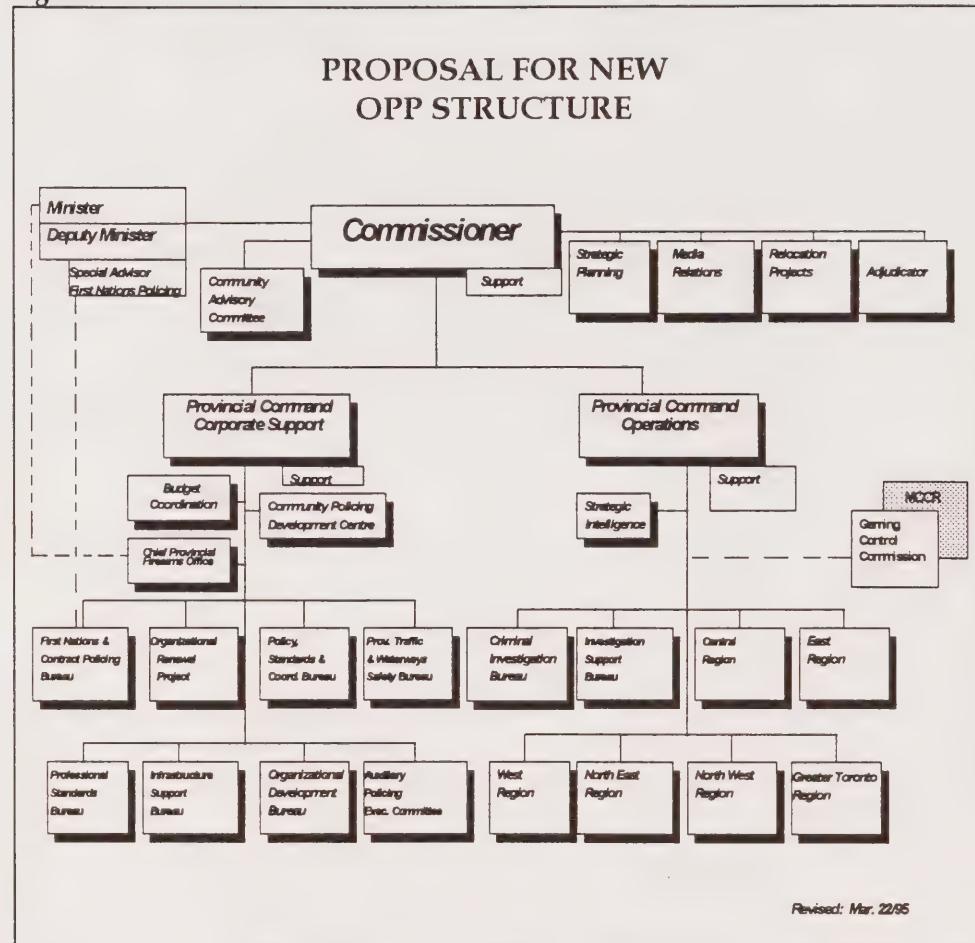
"In the simplest terms, what we are trying to build is an organizational structure able to listen to ideas generated by the people who are actually doing the work of the organization in the field..."

Edward J. Tully

NEW OPP ORGANIZATIONAL DESIGN STRUCTURE

As a result of its design efforts, consultations, discussions and, finally, through detailed deliberations with the Commissioner's Committee and Management Committee, the ODT prepared, and received approval for, the following organizational design (Figure 5).

Figure 5



The new model for the OPP draws upon the original objectives; critical success factors developed for the overall Organizational Review Project; the reengineering recommendations to improve the way the OPP conducts its day to day business and the *Organizational Design Principles* which were used as a guide in detailing the various organizational design options for structuring the OPP.

Significant improvements will be realized in the following critical areas:

- ▷ reduced levels and layers of management within the organization to enhance employee responsibility in the decision-making process.
- ▷ enhanced capability of the front-line uniformed officer to provide more effective community policing in the communities they serve.
- ▷ incorporation of more effective and efficient day-to-day business practices, including enhanced opportunities for interaction at all levels of the organization, to save time, reduce administrative expenditures and improve client service delivery.
- ▷ greater centralization and streamlining of administrative functions to ensure more police officers are available for community policing.
- ▷ enhanced flexibility and capacity for continuous organizational improvement
- ▷ maximum use of new technology that will enable client service delivery improvements.
- ▷ creation of a new, continuous learning environment for civilian and uniformed employees.
- ▷ development of a structure that is consistent with that of a modern, innovative organization which will serve to attract and keep the best people, facilitate their development, derive the maximum benefit from their efforts, and provide a productive and fulfilling working environment.

Following is a description of the major functions within the new OPP:

OFFICE OF THE COMMISSIONER

Strategic Planning:

provide project management advice and research support to executive and senior management on key strategic issues.

Executive Officer:

provides support and assistance in dealing with internal and external relations and coordinates the development of contentious issues briefing materials.

Executive Assistant:

provides administrative support to the Commissioner and supervises the correspondence unit.

Media Relations:

respond to the media on behalf of the organization with regard to operational issues and publishes *OPP Review*.

Relocation Projects:

provide expertise related to relocation issues and procedures.

Adjudicator:

exercises any powers and performs any duties of the Commissioner at disciplinary hearings as assigned by the Commissioner as prescribed within the regulations of the *Police Services Act*.

Commissioner's Community Advisory Committee:

with representation from the community throughout Ontario, it provides direct input to the Commissioner on community policing issues and directions.

PROVINCIAL COMMAND - CORPORATE SUPPORT

First Nations & Contract Policing Bureau:

administer the First Nations Policing Program in Ontario, develop estimates, negotiate and service policing contracts for municipalities, and represents the OPP internally and externally on related matters.

Policy Standards & Coordination Bureau:

develops and coordinates corporate programs for implementation in the regions, coordinates research and policy related to the mandate of the OPP and represents the OPP internally and externally on related matters.

Also included is the coordination of corporate programs related to emergency response and auxiliary policing.

Provincial Traffic & Waterways Safety Bureau:

lead the development and maintenance of programs for effective and efficient traffic and waterways management for delivery within the regions and represent the OPP internally and externally on related matters.

Professional Standards Bureau:

lead the development and monitoring of programs to promote the highest standard of conduct possible within the OPP, including commendations and awards, public and internal complaints investigation and review, and discipline.

Infrastructure Support Bureau:

provides infrastructure support services through the management of computer, telecommunications, transport, supply and physical support services; provides a leadership role in identifying OPP needs and liaising with external service providers where services are not internally available.

Organizational Development Bureau:

provides corporate administrative support services including human resources, employment equity, training development and delivery and audit.

PROVINCIAL COMMAND - CORPORATE SUPPORT (cont'd)

Organizational Renewal Project:

manage the change process and lead the implementation of the Organizational Review Plan within the Ontario Provincial Police.

Chief Provincial Firearms Office:

implements and administers Part III of the Criminal Code of Canada/Regulations and Provincial Legislation concerning firearms, offensive weapons and ammunition, leads the development of policy to guide Ontario police services, represents the Ministry internally and externally in related areas.

Auxiliary Policing Executive Committee:

continue development of, and represent the OPP Auxiliary Program in the province.

PROVINCIAL COMMAND - OPERATIONS

Criminal Investigation Bureau:

deploys investigative expertise/ services for extradition, homicide, anti-rackets, drug enforcement, auto-theft, illegal gaming, high-profile criminal case management and is the centre for the investigation of pornography and hate crimes.

Investigation Support Bureau:

centre for providing forensic identification, profiling services and expertise in statement analysis, polygraph application, and case analysis, as well as surveillance, security deployment, deployed intelligence services, and the coordination of the violent crime linkage analysis system (VICLAS).

Strategic Intelligence:

establishes relationships among key crime figures, new areas of unlawful activity and emerging criminal leaders in order to assist investigators in initiating proactive investigations through the correlation and analysis of incoming intelligence information.

The Regional Command Structure:

Field Operations will be comprised of six regions, with the following geographic boundaries:

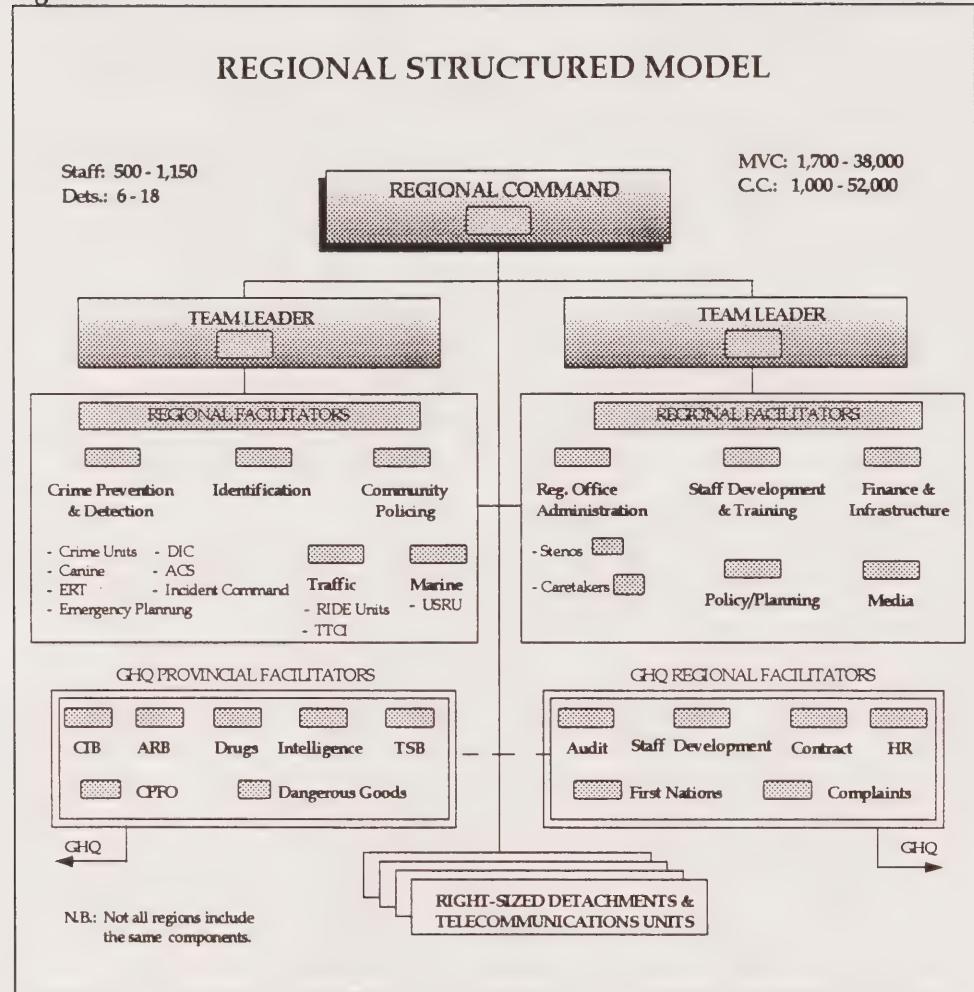
1. West Region (consisting of current Districts 1, 2, and the non-traffic detachments of Districts 3 and 6)
2. Central Region (consisting of current Districts 7 and 8).
3. East Region (consisting of current Districts 9, 10, and 11).
4. Greater Toronto Region (consisting of current District 5 and the traffic detachments of Districts 3 and 6).
5. Northeast Region (consisting of current Districts 12, 13, 14, and 15).
6. Northwest Region (consisting of current Districts 16, and 17).

Each region will be under the leadership of a regional commander who will report to the Provincial Commander-Operations. Detachment Commanders will report directly to the Regional Commander. Each region will have its own operational and administrative support structure in addition to General Headquarters decentralized regional and provincial facilitators.

Although the following generic regional model identifies the wide spectrum of support functions that can be found at a regional office, it does not necessarily mean that all generic support functions will be found in every region. Those support functions necessary for a region to operate will be determined through a needs analysis that will be undertaken by each regional commander. Support functions at a region can include, but are not limited to; crime management, community policing coordination, human resources, staff development, planning, etc.

Figure 6 below represents the approved "Regional Structured Model" which details the redesigned approach to the configuration of field activities. This constitutes a compression of the existing Division/District model.

Figure 6



Detachment structures within the new OPP will be based on the concept of "right-sizing". Many detachments within the current structure are simply the wrong size, both geographically and in numbers of staff to meet today's changing policing demands. "Right-sizing" is the consolidation of human and physical resources of two or more detachments.

This may be accomplished either by removing the administrative burden currently imposed on detachments to one administrative host, while maintaining the existing detachment operational identity, introducing the notion of "virtual detachments", or by establishing Community Policing Offices (CPO's) at appropriate locations and having all detachment commanders administered by the right-sized host.

Figures 7 and 8 illustrate the structure of the "Empowered Centralized Detachment" and the "Empowered Clustered Detachment" which both derive from the regional model.

Both models are intended to convey how the team concept of front-line service delivery can be organized around a single, central detachment, or, a clustered detachment centre with deployed staff and offices administratively independent.

Figure 7 (N.B.: This model is provided as an example ONLY)

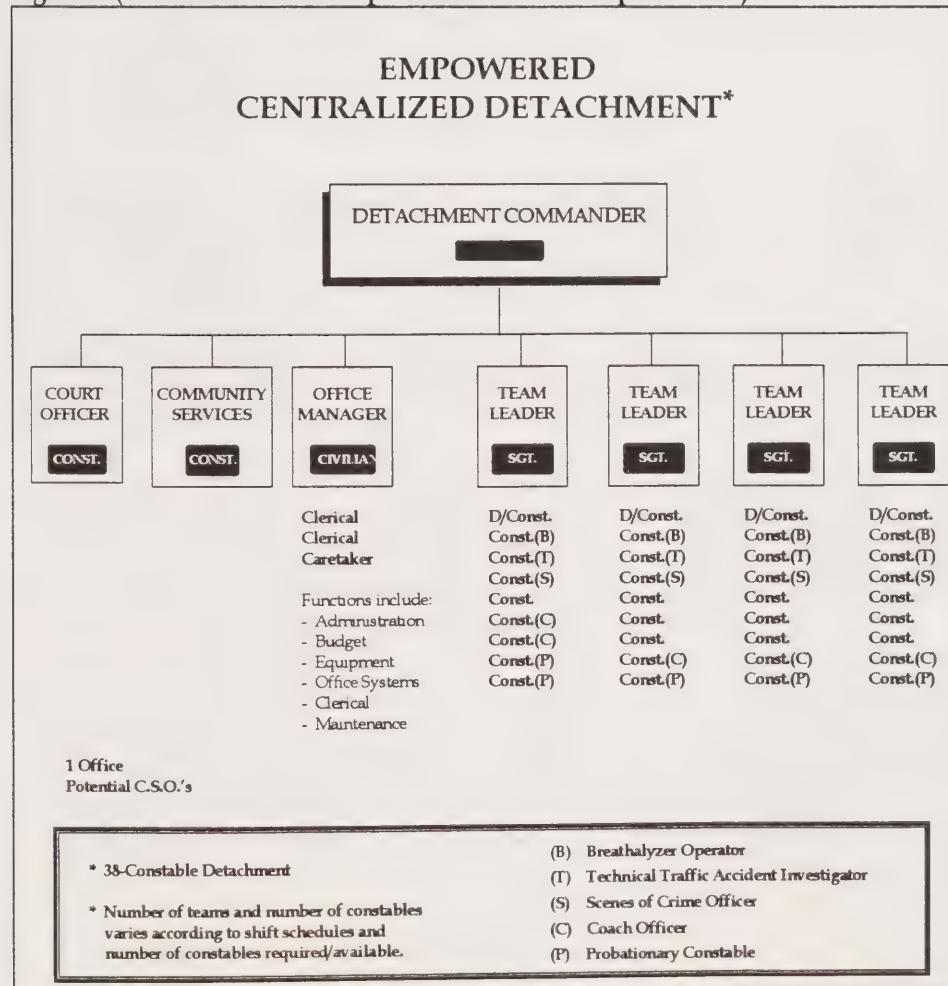
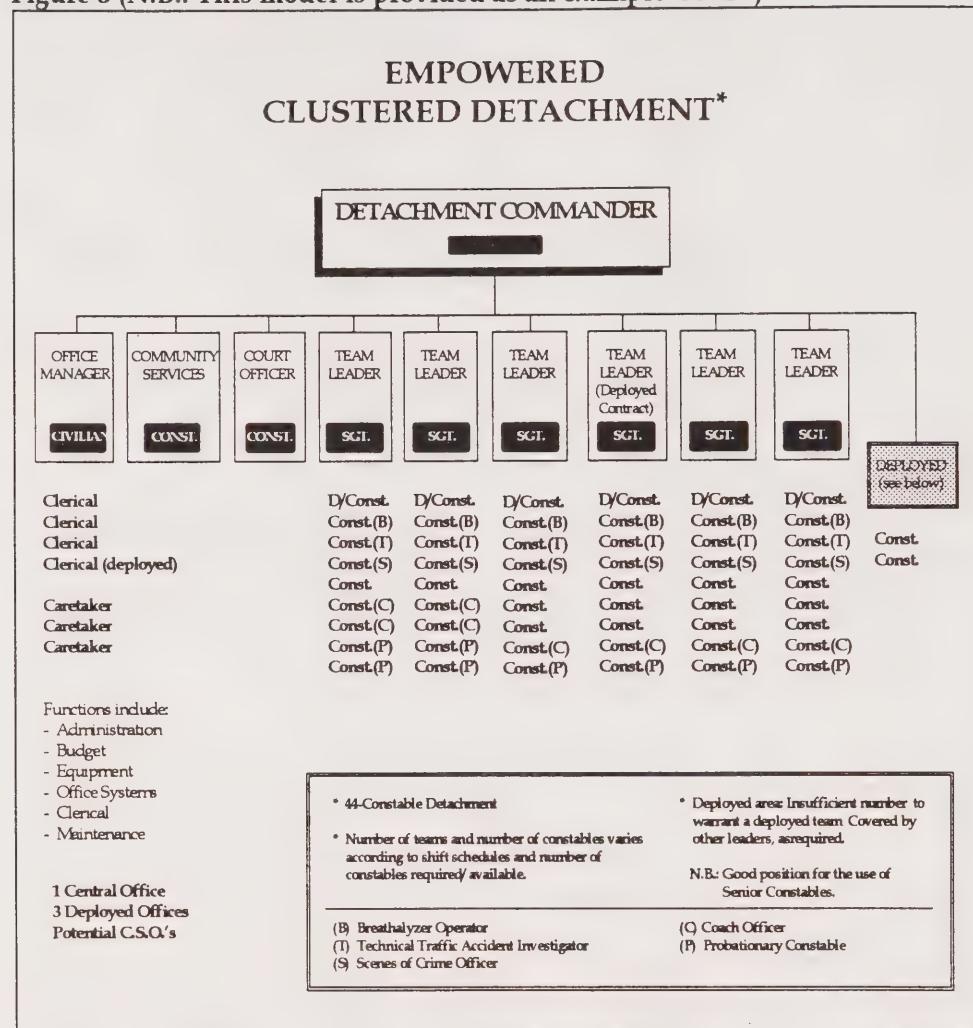


Figure 8 (N.B.: This model is provided as an example ONLY)



In the *Empowered Centralized Detachment*, all staff report to work in a central office commanded by the Detachment Commander. In the *Empowered Clustered Detachment*, the Detachment Commander maintains a central office from which all administration is delivered. Like the centralized detachment model, front-line teams would deliver policing services within the defined area of the central office. Additionally, this model incorporates deployed offices that are staffed with teams delivering operational service within their defined area. Deployed staff operate in teams but this may not necessitate a leader to be scheduled to cover every hour of local service time depending on the numbers and workload.

BENEFITS OF THE REGIONAL/BUREAU STRUCTURED MODEL

A number of benefits can be derived from the application of the *Regional/Bureau Structured Model*. The key benefits outline how this model addresses the *Organizational Design Principles* which have been established and approved for this organizational design process.

1. OPTIMAL NUMBER OF FUNDAMENTAL LAYERS:

- ▷ The Regional/ Bureau Structured Model reduces the number of layers to four: Service Delivery Teams; Detachment Commanders/Section Leaders; Regional/ Bureau Commanders; and Commissioner/ Deputy Commissioners.

The Service Delivery Teams are the front-line Constables and Sergeants delivering policing services. These Teams are managed by Detachment Commanders.

The benefits of these four layers includes:

- In the regions, decision-making more frequently effected at the scene by Team Leaders, thereby reducing the need for Detachment Commanders to become involved in operational matters.
- Elimination of duplication that currently exists at the District/ Branch and Division levels
- Facilitation of top-down and bottom-up communications of both operational and administrative matters. Once decisions are made at the executive level, the Regional Commander can directly communicate results to the Regional Command Team, which includes Detachment Commanders.

1. OPTIMAL NUMBER OF FUNDAMENTAL LAYERS (cont'd):

The number of layers that can filter information is, therefore, reduced. A Detachment Commander will now be empowered to directly communicate with the Regional Commander, or, within the Regional Command Team, and this message will be taken by the Regional Commander directly to the executive table for discussion and decision. A similar benefit is achieved at the bureau level.

- Facilitation of the communication of strategic plans & directions of the OPP.
- Streamlining of the process to develop provincial initiatives and policies, by way of more concentrated committees, e.g., five to six persons can represent the regions on a traffic committee, where there are currently approximately twenty persons involved.
- Facilitation of empowerment of detachments/sections through the provision of the appropriate expertise on an as-required basis directly from within the Regional/Bureau Command structure.
- Encouragement of empowerment through the reduction of the number of managers above the detachment/section layer. The number of executives strongly suggests a different working style which does not readily permit “micro-management”.
- Facilitation of empowerment through the transfer of much of the decision-making, formerly assigned to the District/Branch Headquarters, to the detachment/section level.

2. ENSURE EACH LEVEL PROVIDES ADDED VALUE TO DELIVERY OF POLICING SERVICES

- ▷ This model facilitates adequate/optimal exercise of authority within the regional/bureau structure linked with appropriate organizational guidelines. Duplication of effort found in the current model is significantly reduced.
- ▷ Provides a streamlined structure through which the OPP can actualize its strategic policies and directions.

**3. REDUCE ADMINISTRATIVE REQUIREMENTS
TO THE OPTIMAL LEVEL**

- ▷ Empowered detachments will have a significantly reduced administrative burden, consistent with the business process reengineering recommendations provided by the Organizational Review Project.
- ▷ Assumes that the remaining administrative functions carried out at the detachment level will be extensively facilitated by the “Office Manager” position.
- ▷ Within bureaus, administrative functions will be streamlined and centralized to the bureau level thus eliminating those requirements at section level.
- ▷ Reduces the number of layers (combination of current Divisions and Districts/Branches) and, therefore, the number and location of administrative oversight units. This further reduces, or eliminates, the requirements for administrative “hand-offs”.
- ▷ Work at detachments can be dealt with more directly through immediate contact with specialized Regional resources (e.g., aggregation of reports). Additionally, given that the Regional Command level has had direct involvement in the development of a response to an issue, there is no necessity to reproduce such effort when it has been completed within the detachment context.

4. RESTRUCTURE AROUND FRONT-LINE SERVICE DELIVERY

- ▷ Consistent with the thrust of the business process reengineering recommendations provided in the initial phase of the Organizational Review Project, this model does not remove resources from the front-line of the organization. Rather, it focuses on enhanced front-line service delivery.
- ▷ Training in the new front-line service delivery concept is facilitated through the Regional Staff Development & Training Coordinator.
- ▷ Focus is on the delivery of operational services, administrative work is either eliminated, or, is centralized to the appropriate level.

5. ENSURE THAT GHQ SERVES AS A CENTRE OF STRATEGIC LEADERSHIP

- ▷ The *Model* facilitates communications between the Region and GHQ.
- ▷ Institutionalization of key functional positions, e.g., policy, audit, media, First Nations Policing, Contract Policing, etc. These positions are housed within the Regional Office (both on a decentralized and a deployed basis). This not only provides GHQ with a direct link to communicate expertise within the region, but, also provides a direct link from operations to the centre(s) of policy development. This facilitates the elimination of filtering.
- ▷ The housing of one of the Regional Offices (i.e., the “Central” region) within the Orillia headquarters building, will provide an easily understood example of the separation of operations from true “headquarters” functions.

6. ADVANCE INTERACTIONS AMONG MAIN BUSINESS AREAS

- ▷ Two business areas: Investigations and Field Operations will be integrated under a Deputy Commissioner Operations.
- ▷ Two business areas (Provincial Operations and Corporate Services) will have staff commonly housed within a regional office. Therefore, interaction will be immediately facilitated by proximity. Furthermore, many of the deployed staff within this model would be directed to support the operations of their particular regional “client”. The result of this approach will be a more focused interaction which contributes to better understanding among the business areas as they develop a clearer and deeper grasp of common goals and objectives.
- ▷ A prime example would be found in a “Regional Staff Meeting”. All business areas would be represented at the meeting table. Any issue discussed, whether it be operations or support, would benefit from the broadest range of expertise found at the table.

6. ADVANCE INTERACTIONS AMONG MAIN BUSINESS AREAS (cont'd)

If an operational issue has, for example, a Human Resources impact, it would be identified immediately by way of the deployed HR Coordinator. If an administrative issue could impact on operations, the matter would be identified and, potentially, incorporated in the direction decided upon.

7. ENHANCE CAPACITY FOR PROVINCIAL OPERATIONS

- ▷ Strategic intelligence is enhanced through the institutionalization of this function reporting to a senior executive and distinguishing it from the tactical intelligence gathering process.
- ▷ Establishment of a Behavioural Sciences capacity.
- ▷ When there is a reason to respond to a provincial issue (e.g., staffing), fewer managers are required to participate in the decision to deploy. This also applies to the management of seconded/ assigned staff.
- ▷ Provides for more easily understood OPP structure and fewer layers that external agencies will have to deal with.
- ▷ Community Policing is facilitated through the institutionalization of this function within the regional office and the establishment of a **Community Policing Development Centre**.
- ▷ Efficiency & effectiveness of the OPP is increased through the creation of a more easily understood organization which could be more attractive to municipalities exercising their authority under the *Police Services Act* with regard to the option of contract policing.
- ▷ Increased ability to dedicate resources to Provincial initiatives to the extent that resources are freed-up through business process reengineering and organizational design.

8. ENHANCE STRATEGIC CAPACITY

- ▷ Reduced number of layers facilitates the clear communication of strategic plans.
- ▷ Community policing is enhanced through the establishment of a Community Policing Development Centre and institutionalization of this function at the regional level.
- ▷ Overall strategic planning is enhanced through the establishment of a Strategic Planning capacity within the Office of the Commissioner.
- ▷ Facilitation of training, education & development.
- ▷ Facilitation of the development of individuals through closer interaction among the main business areas.
- ▷ Institutionalizes the Policy & Planning function within the regional level, thereby allowing for a better understanding of emerging issues. This leads to a more effective process of strategic planning.

9. INCORPORATE BUSINESS PROCESS REENGINEERING RECOMMENDATIONS

- ▷ Consolidates and incorporates the majority of the approved business process reengineering recommendations.

OVERALL POTENTIAL IMPACT

The OPP has developed concrete business process reengineering recommendations, a detailed framework for the OPP's future organizational design, and an extensive implementation plan for bringing those recommendations into the new organizational structure. With this solid foundation, the OPP has the potential to achieve some important results which will make it more flexible, responsive, and creative. The OPP:

- ▷ will be better positioned to face future challenges
- ▷ will have better trained and empowered people
- ▷ will have effective and efficient business processes
- ▷ will be able to make maximum use of technology as an enabler of change
- ▷ will have created conditions for the introduction of organizational learning

...within the new structural design, the OPP will be better equipped to pursue its mandate, goals, and objectives with a greater degree of flexibility and creativity.

By applying, adapting, and organizing around the reengineering recommendations and within the new structural design, the OPP will be better equipped to pursue its mandate, goals, and objectives with a greater degree of flexibility and creativity. While it is not possible to precisely define the challenges which will face the organization in the future, by having taken stock of our operations, structure, systems, and processes we believe we are now in a position to recreate the OPP in a form that will permit us to be more adaptable to those challenges in our work and be more effective and efficient in the approaches we take to the business of policing service delivery.

By fundamentally reexamining the use of technology, by building an organization that seriously concerns itself with continuous improvement on individual, team, and system levels, and by concentrating our focus on the delivery of a service that engages the communities we serve, it is expected that the OPP will be able to have a profound impact on the delivery of policing services.

NEXT STEPS

Having accomplished the objectives of the Organizational Review Project we now need to clearly outline the next steps which will operationalize the recommendations relevant to reengineering and the redesigned organizational structure. The challenge of managing this major change process is enormous and will require a continuing commitment of time, talent, and energy within the OPP. Some of the key elements which remain to be addressed are as follows:

- Detailed organizational design including the development of regional/bureau implementation plans.
- Assessment of corporate implications including human resources, technology investment, financial targets, policy changes.
- Development/refinement of implementation plan(s) that outline what has to be done, when it will be done and who will do it.
- Revision of *Final Report* (for presentation to: Management Committee, Management Board of Cabinet, Treasury Board)
- A structure and process for management of the change process, including:
 - ▷ links to OPP strategic planning
 - ▷ continuous improvement/reengineering
 - ▷ ongoing implementation
 - ▷ evaluation and assessment
 - ▷ benchmarking
 - ▷ communication/marketing
 - ▷ benefits management
 - ▷ training and education
 - ▷ promotion of organizational learning

Three implementation steps:
manage, coordinate, and evaluate the process.

With insight provided from a number of sources, the Organizational Review Project has established an Implementation Plan which should guide the process of managing change over the next few years. To ensure that the future implementation/change management process is guided smoothly, the following components, functions and activities will be incorporated to **manage, coordinate, and evaluate the process**.

MANAGING THE PROCESS

- ▷ Steering/ Advisory Committee
- ▷ Organizational Renewal Team
- ▷ project-based assignments
- ▷ establishing manageable, results-oriented bundles
- ▷ accountable executives
- ▷ corporate support

COORDINATING THE PROCESS

- ▷ development of plans
- ▷ facilitation
- ▷ coordination
- ▷ communications
- ▷ monitoring
- ▷ reporting
- ▷ benefits management
- ▷ marketing of results
- ▷ evaluation
- ▷ continuous improvement

EVALUATING THE PROCESS

- ▷ benchmarking
- ▷ evaluation criteria
- ▷ benefits management
- ▷ confirm results against mission, objectives, principles

KEY CONCEPTS TO GUIDE IMPLEMENTATION / CHANGE MANAGEMENT

To ensure that organizational renewal proceeds efficiently, all three areas outlined above require the application of the following key concepts:

- ▷ promotion of organizational learning
- ▷ concentration on immediate results
- ▷ emphasis on involvement, consultation, and communication

KEYS TO SUCCESS AND LESSONS LEARNED

The formal Organizational Review Project has produced a number of insights which should be helpful in guiding others in the process of comprehensive organizational renewal. These keys to success and lessons learned are briefly set out below:

Key to Success:
**...participation
and
involvement of
the right
people...**

- ▷ value of strong executive support, commitment, and direction
- ▷ participation and involvement of the right people
- ▷ immediate access to external expertise when required
- ▷ collective commitment to the process
- ▷ recognition of the capacity for change (system overload)
- ▷ realistic scoping of the process
- ▷ recognize the requirement for upfront training and education
- ▷ need for strong support, facilitation, and coordination capacity
- ▷ involve — consult -- communicate

EXECUTIVE SUPPORT

Executive-level support of, as well as commitment and direction to, a project of this nature and magnitude is essential. Without the overall guidance, insight, and proactive assistance of the OPP Commissioner's Committee and Management Committee, the course of this Organizational Review Project would have been much more difficult, if not impossible, to steer. By providing in-depth assessment of the various works in progress throughout this undertaking, the OPP executive brought their collective wisdom to bear on the research, reengineering, and redesign efforts of the many teams working toward the Project's goals.

THE RIGHT PEOPLE

In a large organization, it is not surprising to have a significant number of individuals with a wide range of diverse talents. The ability to draw upon these talented individuals and engage their full participation in the multitude of tasks is essential to ensure success. This is more easily said than done, since most organizations cannot suspend their ongoing operations in order to pursue necessary, but future-oriented, goals. Selecting the right people to be involved in this kind of project means that a broad range of skills, abilities, aptitudes, and knowledge will be necessary. In many cases it means that people will be substantially removed from, but not entirely relieved of, their regular duties and responsibilities. This calls for an immense degree of flexibility, coordination, and the capacity to confidently vest others with ongoing responsibility to carry on the "regular" business of the organization.

Without the appropriate people involved in the groundbreaking work of a project, and without the dedication of those who sustain the current work of the organization, little of lasting value will be produced.

EXTERNAL EXPERTISE

Throughout this Project, the OPP's approach emphasized our commitment to accomplishing the goals and objectives with our own resources. This commitment was grounded in a philosophical perspective which dictated that the OPP would "own" the process and originate the product from within. However, this perspective did not preclude the recognition that, at certain critical points throughout the project, we would require the insight and guidance of experts in specific areas of activity such as business process reengineering, organizational design, Community Policing, consultation, statistical method, and facilitation.

By taking this approach, we were able to concentrate our interaction with external consultants to address our particular needs. By observing, questioning, reviewing, and applying the methods and approaches being offered, we were also able to engage in substantial learning. As a result, a significant number of our staff are now equipped with new and/or higher levels of skill and knowledge which they can take back to their regular duties.

COLLECTIVE COMMITMENT

When an organization, of whatever size, embarks on a comprehensive change process similar to the one described in this report, achieving the highest level of commitment throughout the organization is essential. In addition to the senior executives and those directly involved in the project, the entire organization should first comprehend, and next, make a conscious commitment to pursue meaningful change. In order to accomplish this, those working on this kind of project must be prepared to deliver clear and consistent messages to members of the organization. Because the impact of such a project affects the entire organization, its acceptance must reflect that breadth of impact.

CAPACITY FOR CHANGE

...achieving the highest level of commitment throughout the organization is essential.

In attempting to address an enormous range of issues, challenges, and anomalies, the people engaged in major organizational change projects must moderate their motivated desire to see tangible results within too short a period. Equipped with a compelling case for action, and sustained by a range of techniques which provide efficient tools for creating change, it is often tempting to merely apply those techniques and expedite the change process without sufficient recognition of the critical human factors that play such a crucial role.

Keeping the pace of change both realistic and visible is important. It is not reasonable to accelerate change to the extent that system overload becomes a possibility, nor is it prudent to move so slowly that people within the organization are unable to detect that change is actually taking place. A delicate balance must be maintained to ensure that the capacity for change is challenged and stretched; however, the systems and, most importantly, the people within the organization must not be overwhelmed with a bewildering array of changes that undermines their confidence and capacity to function effectively.

SCOPING OF THE PROCESS

When designing an organizational change project, keeping the scope manageable and sustainable is essential. Because determining the mandate of such a project is a critical factor to its success, a great deal of effort and thought must be invested at the early stages of these enterprises.

Without clear front-end analysis of the project's reach and potential impact, exceeding the organization's capacity to undertake meaningful change is a distinct possibility.

By breaking down the project into a series of manageable sub-projects, in conditions where there is a high probability of success, the organization can make significant and incremental improvements that will contribute to ongoing renewal.

UPFRONT TRAINING AND EDUCATION

Regardless of the existing internal skills and competencies, it is likely that some form of learning opportunities and education for the project staff will be recommended by any project embarking on the kind of large-scale change and organizational shift anticipated by a comprehensive organizational review. As discussed in the "scoping" section above, there are good reasons to provide the necessary learning and development upfront. The primary reason is to ensure that project staff have the confidence to approach the issues or assignments with which they must grapple under the pressure of timelines. However, the process of learning, explicitly focused on introducing or raising skill levels in specific areas, is also valuable in generating team cohesion and identity with the larger project group.

Understanding the learning needs of the project staff at the outset, and providing appropriate and clear opportunities to build skills and knowledge in areas directly relevant to their work, ensures a high degree of commitment to the enhanced efficiency and ultimate effectiveness of the overall undertaking.

SUPPORT, FACILITATION, AND COORDINATION

Throughout the life of a large-scale project such as this one, the need for staff support, competent facilitation skills, and continuous coordination is ongoing and indispensable. Having defined the scope or mandate of the project in a way that is realistic and sustainable, the next step is to build an infrastructure for the management of the project that will address the multitude of needs arising out of the actual work of the various teams and task groups. By leaving as little to chance as possible, it is likely that the project will be guided to more satisfactory conclusions. As well, the project is unlikely to be derailed solely on the basis of process issues.

INVOLVE – CONSULT – COMMUNICATE

The absolutely essential importance of involvement, consultation, and communication became clear to those involved in this major change project. The initial elements of careful front-end design, the selective staffing of the project teams, the careful structuring of the process all fail if the issues around inclusion and information are not addressed. When making a commitment to positive and prescriptive organizational change, it is vital to recognize that those who are engaged in the process and ultimately affected by those changes will have a profound interest in the work that is being done. If considerable time, energy, and honesty are not devoted to this aspect of the project, the results are unlikely to be workable. It is simply true that, in any such process, the people comprising the organization will ultimately affect the viability of proposed changes in structure, processes, programs, or practices.

Investing in the ongoing, intensive, and clear enterprise of inclusion will increase the probability that through understanding there will be growing commitment, through commitment there will be dedicated application to design, and through applied design there will be the discovery of workable models for change that benefit the organization as a whole and the individuals who comprise that organization.

FINAL MESSAGES

Because the organizational review and renewal process is infinitely perfectible, it is not feasible to suggest that any truly "final" pronouncements can be made. However, at the end of the formal mandate of the Organizational Review Project, keeping in mind the learning which took place during the year, we recommend the following critical steps:

- ▷ prepare a compelling case for action
- ▷ articulate a clear vision
- ▷ establish definite leadership
- ▷ create demanding yet achievable objectives
- ▷ establish clear lines of process ownership
- ▷ recognize that there is no perfect solution or "silver bullet"

Throughout the duration of this Project, the need to strike a balance between innovative organizational reengineering and the delivery of ongoing services was clear. Maintaining that balance has caused us to stretch our capacity for operational effectiveness and openness to change. During the period from November 1993 to November 1994, all OPP staff have had to function in a demanding climate of ongoing change.

Beginning now, and extending well into the future, the OPP will be faced with the new challenge of maintaining an even more demanding balance between the actual implementation of large-scale organizational change and the continuous provision of front-line and specialist policing services that meet our requirements under the *Police Services Act*.

The Organizational Review Project has been designed to provide a secure foundation for the implementation process. Implementing the new organizational design plan would be overwhelmingly difficult without capable, committed, and competent people. Fortunately, the OPP has those kind of people, and therefore the right balance will be struck as we build and continue to *"Focus On The Future"*.

"Reengineering is still a new endeavour; all of us engaged in it are pioneers...Those who respond to its challenges will write the new rules of...business."

All that is needed is the will to succeed and the courage to begin."

Michael Hammer and James Champy

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APPENDIX

Contributors to the Organizational Review Project

The detailed review of our business practices and the reengineering recommendations that grew out of that process has provided us with a firm foundation on which to build our organizational future. This would not have been possible without the dedication and diligence of many employees, along with the knowledgeable assistance of experts outside the OPP. All of these people have, indeed, allowed us to focus on the future. It is with considerable appreciation that they are acknowledged here, as follows:

Sub-Project Team Participants:

Lynn Acres; Brian Adkin; Ron Allen; Rick Andrews; Janet Balch; Gwen Boniface; Fay Boyd; Hans Brachvogel; David Brophey; Jim Brown (Metropolitan Toronto Police); Randy Cady; Brian Carty; Paul Claremount; Vaughn Collins; Greg Connolley; George Couchie; Gary Crandell; Dave Crane; Andy Crawford; Rick Deering; Larry Dotey; Catherine Dowd; Bob Eamer; Glenn Fernandes; Brenda Findlater; Bob Fitches; Ron Fox; Phil George; Michael Glennie (Durham Regional Police Service Learning Centre); Colleen Gordon; Bill Grodzinski; Ross Hastings (University of Ottawa); John Hicks; Morgan Hill; Jay Hope; Mike Hopkins; Tom Hummel; Bill Hutton; Jane Ierullo; Margo Jagiello; Gary Jewer; Barry Keen; Dan Kennedy; Frank Kreisz; Herti Kump; Paul Laing; Wayne Langhor; Sue Laverty; Dale Linton; Gerry Mann; Garry Martin; Dennis McGillis; Dennis McKee; Paul McKenna; Glenn McNamara; Gary McVicar; George Miller; Gord Miller; John Miller; Al Montgomery (OPC); Rick Morrison; Paul Mosley; Brad Nudds; Steve Ostrowski; Kim Peters; Moe Pilon; Malcolm Quigley; Mike Quilty; Kathy Rippey; Harold Rose; Brian Rupert; George Simmonds; Rick Singer; Nora Skelding; Karen A. Slaney; Grant Smith; Bill Snodden; Doug Spitzig; Tammy St. Amour; Terri Stroud; John Syrette; Rose Tassone; Paul Trivett; Rick Turnbull; Ken Turriff; Henry Vanwyck; Patrice Vezina; Dave Wall; Bill Watkins; and Chris Wyatt.

In addition, we would like to thank *Martha Ferguson McDonald, Mark Arlett, John Clark and Mike Prier* for their special contributions in producing the documentary video during the Project process.

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Significant External Support:

Diane Abbey-Livingstone, Diane Abbey-Livingstone and Associates Inc.; Michael Afar, Management Board of Cabinet (Ontario); Ingrid Richter, Ministry of the Solicitor General and Correctional Services; Suzanne Ellenbogen, Consultant; Ian Smith, Management Consultant, Johnston Smith Fromkin McCulloch; David Sooley, Management Board of Cabinet (Ontario); Ross Hastings, Professor, Faculty of Social Sciences, University of Ottawa.

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